



**BEFORE THE PUBLIC UTILITIES COMMISSION  
OF THE STATE OF CALIFORNIA**

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Order Instituting Rulemaking to Implement the Commission's Procurement Incentive Framework and to Examine the Integration of Greenhouse Gas Emissions Standards into Procurement Policies.

Rulemaking 06-04-009  
(Filed April 13, 2006)

**REPLY COMMENTS OF  
PACIFIC GAS AND ELECTRIC COMPANY (U 39 E) ON  
TYPE AND POINT OF REGULATION OF GREENHOUSE  
GAS EMISSIONS IN THE NATURAL GAS SECTOR  
UNDER AB 32**

CHRISTOPHER J. WARNER

Pacific Gas and Electric Company  
77 Beale Street  
San Francisco, CA 94105  
Telephone: (415) 973-6695  
Facsimile: (415) 972-5220  
E-Mail: CJW5@pge.com

Dated: January 8, 2007

Attorneys for  
PACIFIC GAS AND ELECTRIC COMPANY

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OF THE STATE OF CALIFORNIA**

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**I. INTRODUCTION**

Pursuant to the ruling of the Administrative Law Judges dated November 28, 2007 (ALJs' Ruling), Pacific Gas and Electric Company (PG&E) provides its reply comments on type and point of regulation of greenhouse gas emissions in the natural gas sector under AB 32. PG&E's comments are in the form of a general response to comments by other parties.

**II. PARTIES WHO ADVOCATE THAT LOCAL DISTRIBUTION COMPANIES BE THE POINT OF REGULATION OR THAT A CAP AND TRADE APPROACH BE USED ARE FAILING TO ACKNOWLEDGE THAT A CAP AND TRADE APPROACH SIMPLY MAY NOT BE PRACTICABLE IN THE NATURAL GAS SECTOR**

In our opening comments, PG&E posed several fundamental questions which we believe need to be answered before determining the point of regulation for GHG emissions in the natural gas sector. These questions included, *inter alia*: What are the amount and timing of emissions reduction opportunities in the natural gas sector that would be available at a lower cost as related to other sectors, especially for the millions of GHG point sources among residential and commercial "core" gas users who represent

the most significant source of emissions not already regulated under emissions limits applicable to large industrial users? To what degree can these opportunities be captured through programmatic measures made available to these millions of gas users, such as building and appliance standards, as opposed to through specific emissions limits on those users or on upstream entities such as local distribution companies (LDCs) or interstate pipelines? After taking into account the reductions available through programmatic measures, how much of any remaining potential might be captured by bringing that sector into a cap and trade program, especially in light of the transaction costs inherent in applying the cap and trade approach to literally millions of GHG point sources? And in light of these transaction costs, will there be significant market liquidity benefits from bringing these millions of users into a cap and trade market?<sup>1/</sup>

For the most part, the parties in their opening comments acknowledged these fundamental questions, and attempted to reconcile their general support for market-based mechanisms, such as cap-and-trade, with the practical difficulties of implementing a cap and trade system for GHG emissions associated with millions of small gas consumers in the residential and commercial sectors.<sup>2/</sup> However, some parties failed to recognize these realities in their comments, and instead generally endorsed a cap and trade approach in the gas sector as an end in itself, without further analysis of whether it actually would work or would result in the liquidity and economic efficiencies expected of cap and trade.<sup>3/</sup>

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<sup>1/</sup> PG&E Opening Comments, pp. 2- 5, December 17, 2007.

<sup>2/</sup> SDG&E/SoCal Gas, pp. 3- 4, 6 ; NRDC-UCS, pp. 3- 5, 7- 9.

<sup>3/</sup> Indicated Producers, pp. 2- 5; SCE, pp. 2- 3; SMUD, pp.2- 3.

PG&E appreciates that many of the parties advocating cap and trade for the gas sector, or advocating that LDCs should be the point of regulation, are genuine in their support for expanding the benefits of cap and trade as broadly as possible. PG&E aspires to the same ideal and supports the same goals. However, these parties are wrong in supporting cap and trade or LDCs as the point of regulation without evaluating the practical difficulties of implementing such a system in the residential and commercial sector.

For small retail natural gas customers, the emissions reduction opportunities are directly tied to natural gas efficiency improvements at the burner tip, and these improvements are more limited than in the electric sector or for large industrial gas uses. It is likely that the bulk of these savings can be achieved through a well-integrated set of programmatic measures directed at small customer natural gas consumption, which would include state appliance and building efficiency codes and standards, complementary utility customer energy efficiency programs, and possibly a point of sale energy efficiency program. Because of the unique characteristics of household and commercial building uses of natural gas, programmatic measures such as these are likely to be far more efficient and economic than regulating the upstream delivery or transportation of gas in an attempt to indirectly influence downstream emissions at the burner tip.

Likewise, although a cap-and-trade system often provides the greatest economic incentive to seek the most cost-effective reductions, with limited GHG-free fuel alternatives to natural gas and conservation and efficiency as the only other viable option for reducing emissions, the additional liquidity provided by broadening the market to

include the natural gas sector is likely to be limited. The Governor's Market Advisory Committee also recognized the potential practical and administrative difficulties of applying a cap and trade approach in some sectors, such as the natural gas sector, and therefore recommended that policymakers consider excluding such sectors from the initial phases of cap and trade under AB 32.<sup>4/</sup>

### **III. CONCLUSION**

PG&E recommends that the CPUC and Energy Commission adopt a type and point of regulation for the natural gas sector consistent with these comments. PG&E does not currently recommend including the small commercial and residential segment of the natural gas sector in a California-only cap and trade mechanism. Nor should LDCs be the point of regulation for emissions reductions in the natural gas sector. Instead, the CPUC and Energy Commission should consider a programmatic approach to GHG emissions in the natural gas sector, including enhanced building codes, appliance standards, enhanced financing of appliance replacement and building upgrades in the residential and commercial sectors, and point of sale efficiency standards.

Respectfully Submitted,  
CHRISTOPHER J. WARNER

By: \_\_\_\_\_ /s/

CHRISTOPHER J. WARNER

Pacific Gas and Electric Company

77 Beale Street

San Francisco, CA 94105

Telephone: (415) 973-6695

Facsimile: (415) 972-5220

E-Mail: CJW5@pge.com

Attorneys for

PACIFIC GAS AND ELECTRIC COMPANY

Dated: January 8, 2007

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<sup>4/</sup> "Recommendations for Designing a Greenhouse Gas Cap-and-Trade System for California,"

**CERTIFICATE OF SERVICE**

I hereby certify that I have this day served a copy of **“REPLY COMMENTS OF PACIFIC GAS AND ELECTRIC COMPANY (U 39 E) ON TYPE AND POINT OF REGULATION OF GREENHOUSE GAS EMISSIONS IN THE NATURAL GAS SECTOR UNDER AB 32”** on the parties listed in the official service list for R.06-04-009 by

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*/s/*

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MARTIE L. WAY

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## CPUC DOCKET NO. R0604009

Order Instituting Rulemaking to Implement the  
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Standards into Procurement Policies.

Rulemaking 06-04-009

abb@eslawfirm.com; abonds@thelen.com; achang@nrdc.org; adamb@greenlining.org; aeg@cpuc.ca.gov; agc@cpuc.ca.gov; agrimaldi@mckennalong.com; aimee.barnes@ecosecurities.com; ajkatz@mwe.com; akbar.jazayeri@sce.com; akelly@climatetrust.org; alan.comnes@nrgenergy.com; aldyn.hoekstra@paceglobal.com; alho@pge.com; amber@ethree.com; andrew.bradford@constellation.com; andrew.mcallister@energycenter.org; andy.vanhorn@vhcenergy.com; anita.hart@swgas.com; annabelle.malins@fco.gov.uk; annette.gilliam@sce.com; apak@sempraglobal.com; arno@recurrentenergy.com; atrial@sempra.com; atrowbridge@daycartermurphy.com; Audra.Hartmann@Dynergy.com; aweller@sel.com; bbaker@summitblue.com; bbc@cpuc.ca.gov; bbeebe@smud.org; bblevins@energy.state.ca.us; bcragg@goodinmacbride.com; bdicapo@caiso.com; bernardo@braunlegal.com; beth@beth411.com; Betty.Seto@kema.com; bill.chen@constellation.com; bill.schrand@swgas.com; bjeider@ci.burbank.ca.us; bjl@bry.com; bjones@mjbroadley.com; bkc7@pge.com; blm@cpuc.ca.gov; bmcc@mccarthy.com; bmcquown@reliant.com; Bob.lucas@calobby.com; bpotts@foley.com; bpurewal@water.ca.gov; brabe@umich.edu; brbarkovich@earthlink.net; BRBc@pge.com; brennda.lemay@horizonwind.com; burtraw@rff.org; bushinskyj@pewclimate.org; bwallerstein@aqmd.gov; bwetstone@hotmail.com; C\_Marnay@lbl.gov; cadams@covantaenergy.com; californiadockets@pacificorp.com; carla.peterman@gmail.com; carter@ieta.org; case.admin@sce.com; cathy.karlstad@sce.com; cbasket@enernoc.com; cbreidenich@yahoo.com; cchen@ucsusa.org; cem@newsdata.com; cf1@cpuc.ca.gov; cft@cpuc.ca.gov; charlie.blair@delta-ee.com; chilen@sppc.com; cjlw5@pge.com; ckmitche1@sbcglobal.net; ckrupka@mwe.com; clarence.binniger@doj.ca.gov; clark.bernier@rlw.com; clyde.murley@comcast.net; cmkehrlein@ems-ca.com; colin.petheram@att.com; cpe@cpuc.ca.gov; cpechman@powereconomics.com; cswoollums@midamerican.com; curt.barry@iwpnews.com; curtis.kebler@gs.com; Cynthia.A.Fonner@constellation.com; cyntia.schultz@pacificorp.com; daking@sempra.com; Dan.adler@calcef.org; danskopec@gmail.com; dansvec@hdo.net; dave@ppallc.com; david.zonana@doj.ca.gov; david@branchcomb.com; david@nemtzw.com; davidreynolds@ncpa.com; dbrooks@nevpc.com; deb@aklaw.com; deborah.slone@doj.ca.gov; dehling@kling.com; derek@climateregistry.org; dhecht@sempratrading.com; dhuard@manatt.com; Diane\_Fellman@fpl.com; dietrichlaw2@earthlink.net; dil@cpuc.ca.gov; dkk@eslawfirm.com; dks@cpuc.ca.gov; dmacmull@water.ca.gov; dmetz@energy.state.ca.us; dniehaus@semprautilities.com; douglass@energyattorney.com; dseperas@calpine.com; dsh@cpuc.ca.gov; dsoyars@sppc.com; dtibbs@aes4u.com; dwang@nrdc.org; dwood8@cox.net; dws@r-c-s-inc.com; echiang@elementmarkets.com; edm@cpuc.ca.gov; egw@aklaw.com; ehadley@reupower.com; ej\_wright@oxy.com; ek@aklaw.com; ekgrubaugh@iid.com; eks@cpuc.ca.gov; ELL5@pge.com; elvine@lbl.gov; emahlon@ecoact.org; emello@sppc.com; epoole@adplaw.com; e-recipient@caiso.com; etiedemann@kmtg.com; ewolfe@resero.com; ez@pointcarbon.com; farrokh.albuyeh@oati.net; fiji.george@el Paso.com; filings@aklaw.com; fjs@cpuc.ca.gov; fstern@summitblue.com; fwmonier@tid.org; gbarch@knowledgeinenergy.com; gblue@enxco.com; george.hopley@barcap.com; ghinners@reliant.com; GloriaB@anzaelectric.org; glw@eslawfirm.com; gmorris@emf.net; gpickering@navigantconsulting.com; gregory.koiser@constellation.com; grosenblum@caiso.com; gsmith@adamsbroadwell.com; gxl2@pge.com; harveyederpspc.org@hotmail.com; haley@turn.org; hcronin@water.ca.gov; hgolub@nixonpeabody.com; hoerner@redefiningprogress.org; hurl

ock@water.ca.gov;HYao@SempraUtilities.com;hym@cpuc.ca.gov;info@calseia.org;jack.burke@energyc  
enter.org;Jairam.gopal@sce.com;james.keating@bp.com;janill.richards@doj.ca.gov;jarmstrong@goodin  
macbride.com;jason.dubchak@niskags.com;jbf@cpuc.ca.gov;jbw@slwplc.com;jchamberlin@strategicen  
ergy.com;jci@cpuc.ca.gov;JDF1@PGE.COM;jdh@eslawfirm.com;jdoll@arb.ca.gov;jeanne.sole@sfgov.o  
rg;jeffgray@dwt.com;jen@cnt.org;jenine.schenk@apses.com;jennifer.porter@energycenter.org;JerryL@a  
bag.ca.gov;jesus.arredondo@nrgenergy.com;jf2@cpuc.ca.gov;jgill@caiso.com;jgreco@caithnessenergy.  
com;jhahn@covantaenergy.com;jimross@r-c-s-  
inc.com;jj.prucnal@swgas.com;jjensen@kirkwood.com;jk1@cpuc.ca.gov;jkarp@winston.com;jkloberdanz  
@semprautilities.com;jlaun@apogee.net;jleslie@luce.com;jluckhardt@downeybrand.com;jm3@cpuc.ca.g  
ov;jnm@cpuc.ca.gov;jody\_london\_consulting@earthlink.net;Joe.paul@dynegy.com;john.hughes@sce.co  
m;johnrredding@earthlink.net;jol@cpuc.ca.gov;josephenri@hotmail.com;joyw@mid.org;jсандers@caiso  
.com;jscancarelli@flk.com;jsqueri@gmssr.com;jst@cpuc.ca.gov;jtp@cpuc.ca.gov;julie.martin@bp.com;jw  
iedman@goodinmacbride.com;jwmctarnaghan@duanemorris.com;jxa2@pge.com;karen@klindh.com;kar  
la.dailey@cityofpaloalto.org;Kathryn.Wig@nrgenergy.com;kbowen@winston.com;kcolburn@symbioticstr  
ategies.com;kdusel@navigantconsulting.com;kdw@woodruff-expert-  
services.com;keith.mccrea@sablaw.com;kellie.smith@sen.ca.gov;kelly.barr@srpnet.com;ken.alex@doj.c  
a.gov;ken.alex@doj.ca.gov;kenneth.swain@navigantconsulting.com;kerry.hattevik@mirant.com;kevin.bo  
udreaux@calpine.com;kfox@wsgr.com;kgough@calpine.com;kgrenfell@nrdc.org;kgriffin@energy.state.c  
a.us;kjinnovation@earthlink.net;kjsimonsen@ems-  
ca.com;kkhoja@thelenreid.com;klatt@energyattorney.com;kmills@cfbf.com;kmkiener@fox.net;kowalews  
kia@calpine.com;krd@cpuc.ca.gov;kyle.l.davis@pacificorp.com;kyle.silon@ecosecurities.com;kyle\_bou  
deaux@fpl.com;lars@resource-  
solutions.org;Laura.Genao@sce.com;lcottle@winston.com;ldecarlo@energy.state.ca.us;leilani.johnson@  
ladwp.com;liddell@energyattorney.com;lisa.c.schwartz@state.or.us;lisa\_weinzimer@platts.com;llorenz@  
semprautilities.com;llund@commerceenergy.com;lmh@eslawfirm.com;Lorraine.Paskett@ladwp.com;lpar  
k@navigantconsulting.com;lrdevanna-  
rf@cleanenergysystems.com;lrn@cpuc.ca.gov;lschavrien@semprautilities.com;ltenhope@energy.state.c  
a.us;ltt@cpuc.ca.gov;marcel@turn.org;marcie.milner@shell.com;mary.lynn@constellation.com;mclaughl  
in@braunlegal.com;mdjoseph@adamsbroadwell.com;mflorio@turn.org;mgarcia@arb.ca.gov;mgillette@e  
nernoc.com;mhyams@sfgwater.org;Mike@alpinenaturalgas.com;mjd@cpuc.ca.gov;mmattes@nossaman.  
com;mmazur@3phasesRenewables.com;monica.schwebs@bingham.com;mpa@a-  
klaw.com;mpryor@energy.state.ca.us;mrw@mrwassoc.com;mscheibl@arb.ca.gov;mwaugh@arb.ca.gov;  
nenbar@energy-insights.com;ner@cpuc.ca.gov;nes@a-klaw.com;nlenssen@energy-  
insights.com;norman.furuta@navy.mil;notice@psrec.coop;npedersen@hanmor.com;nsuetake@turn.org;  
ntronaas@energy.state.ca.us;nwhang@manatt.com;obartho@smud.org;obystrom@cera.com;ofote@hk  
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law.com;pbarthol@energy.state.ca.us;pburmich@arb.ca.gov;pduvair@energy.state.ca.us;pepper@clean  
powermarkets.com;phanschen@mofo.com;Philip.H.Carver@state.or.us;philm@scdenergy.com;pjazayeri  
@stroock.com;ppettingill@caiso.com;pseby@mckennalong.com;psp@cpuc.ca.gov;pssed@adelphia.net;  
pstoner@lgc.org;pthompson@summitblue.com;pvallen@thelen.com;pw1@cpuc.ca.gov;pzs@cpuc.ca.gov  
v;rachel@ceert.org;ralph.dennis@constellation.com;ram@cpuc.ca.gov;randy.howard@ladwp.com;randy.  
sable@swgas.com;rapcowart@aol.com;ray.welch@navigantconsulting.com;rhelgeson@scppa.org;RHHJ  
@pge.com;rhwisner@lbl.gov;richards@mid.org;rick\_noger@praxair.com;rita@ritanortonconsulting.com;rk  
een@manatt.com;rkmoore@gswater.com;rmccann@umich.edu;rmiller@energy.state.ca.us;rmm@cpuc.c  
a.gov;rmorillo@ci.burbank.ca.us;robert.pettinato@ladwp.com;Robert.Rozanski@ladwp.com;roger.montgo  
mery@swgas.com;rogerv@mid.org;ron.deaton@ladwp.com;rprince@semprautilities.com;rreinhard@mof  
o.com;rrtaylor@srpnet.com;rsa@a-klaw.com;rschmidt@bartlells.com;rsmutny-  
jones@caiso.com;rwinthrop@pilotpowergroup.com;ryan.flynn@pacificorp.com;S1L7@pge.com;saeed.far  
rokhpay@ferc.gov;samuel.r.sadler@state.or.us;sandra.carolina@swgas.com;Sandra.ely@state.nm.us;sa  
s@a-  
klaw.com;sasteriadis@apx.com;sbeatty@cwclaw.com;sberlin@mccarthy.com;sbeserra@sbcglobal.ne  
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c.ca.gov;sdhilton@stoel.com;sellis@fypower.org;sendo@ci.pasadena.ca.us;sephra.ninow@energycenter  
.org;sgm@cpuc.ca.gov;slins@ci.glendale.ca.us;sls@a-  
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m@semprautilities.com;spauker@wsgr.com;sscb@pge.com;ssmyers@att.net;steve.koerner@elpaso.co

m;steve@schiller.com;stevek@kromer.com;steven.huhman@morganstanley.com;steven.schleimer@barclayscapital.com;steven@iepa.com;steven@lipmanconsulting.com;steven@moss.net;svn@cpuc.ca.gov;svongdeuane@semprasolutions.com;svs6@pge.com;tam@cpuc.ca.gov;tburke@swater.org;tcarlson@reliant.com;tcx@cpuc.ca.gov;tdarton@pilotpowergroup.com;tdillard@sierrapacific.com;THAMILTON5@CHARTER.NET;thunt@cecmail.org;tiffany.rau@bp.com;tim.hemig@nrgenergy.com;todil@mckennalong.com;Tom.Elgie@powerex.com;tomb@crossborderenergy.com;tomk@mid.org;trdill@westernhubs.com;troberts@sempra.com;UHelman@caiso.com;vb@pointcarbon.com;vitaly.lee@aes.com;vjw3@pge.com;vprabhakaran@goodinmacbride.com;vwelch@environmentaldefense.org;wbooth@booth-law.com;westgas@aol.com;william.tomlinson@el Paso.com;wsm@cpuc.ca.gov;wtasat@arb.ca.gov;www@eslawfirm.com;wynne@braunlegal.com;ygross@sempraglobal.com;zaiontj@bp.com;

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### CALIFORNIA ENERGY MARKETS

517-B POTRERO AVE  
SAN FRANCISCO CA 94110  
Email: cem@newsdata.com  
Status: INFORMATION

### CALIFORNIA ISO

LEGAL AND REGULATORY DEPARTMENT  
151 BLUE RAVINE ROAD  
FOLSOM CA 95630  
Email: e-recipient@caiso.com  
Status: INFORMATION

DAN ADLER DIRECTOR, TECH AND POLICY  
DEVELOPMENT

### CALIFORNIA CLEAN ENERGY FUND

5 THIRD ST, STE 1125  
SAN FRANCISCO CA 94103  
Email: Dan.adler@calcef.org  
Status: INFORMATION

FARROKH ALBUYEH VICE PRESIDENT

### OPEN ACCESS TECHNOLOGY INTERNATIONAL INC

SUITE 910  
1875 SOUTH GRANT ST  
SAN MATEO CA 94402  
Email: farrokh.albuyeh@oati.net  
Status: INFORMATION

MAHLON ALDRIDGE

### ECOLOGY ACTION

PO BOX 1188  
SANTA CRUZ CA 95060  
Email: emahlon@ecoact.org  
Status: INFORMATION

CATHIE ALLEN CA STATE MGR.

### PACIFICORP

825 NE MULTNOMAH ST, STE 2000  
PORTLAND OR 97232  
Email: californiadockets@pacificorp.com  
Status: INFORMATION

SCOTT J. ANDERS RESEARCH/ADMINISTRATIVE  
DIRECTOR

### UNIVERSITY OF SAN DIEGO SCHOOL OF LAW

5998 ALCALA PARK  
SAN DIEGO CA 92110  
Email: scottanders@sandiego.edu  
Status: INFORMATION

### MRW & ASSOCIATES, INC.

1814 FRANKLIN ST, STE 720  
OAKLAND CA 94612  
Email: mrw@mrwassoc.com  
Status: INFORMATION

CINDY ADAMS

### COVANTA ENERGY CORPORATION

40 LANE ROAD  
FAIRFIELD NJ 7004  
FOR: Covanta Energy Corporation  
Email: cadams@covantaenergy.com  
Status: PARTY

CASE ADMINISTRATION

### SOUTHERN CALIFORNIA EDISON COMPANY

2244 WALNUT GROVE AVE., RM. 370  
ROSEMEAD CA 91770  
Email: case.admin@sce.com  
Status: INFORMATION

MICHAEL P. ALCANTAR ATTORNEY

### ALCANTAR & KAHL, LLP

120 MONTGOMERY ST, STE 2200  
SAN FRANCISCO CA 94104  
FOR: Cogeneration Association of California/Energy  
Producers and Users Coalition  
Email: mpa@a-klaw.com  
Status: PARTY

KEN ALEX

PO BOX 944255  
1300 I ST, STE 125  
SACRAMENTO CA 94244-2550  
FOR: People of the State of California  
Email: ken.alex@doj.ca.gov  
Status: STATE-SERVICE

PETER V. ALLEN

### THELEN REID BROWN RAYSMAN & STEINER

101 SECOND ST, STE 1800  
SAN FRANCISCO CA 94105  
Email: pvallen@thelen.com  
Status: INFORMATION

JASMIN ANSAR

### PG&E

MAIL CODE B24A  
PO BOX 770000  
SAN FRANCISCO CA 94177  
Email: jxa2@pge.com  
Status: INFORMATION

# THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST

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JEANNE B. ARMSTRONG ATTORNEY  
**GOODIN MACBRIDE SQUERI DAY & LAMPREY**  
505 SANSOME ST, STE 900  
SAN FRANCISCO CA 94111  
FOR: Wild Goose Storage LLC  
Email: jarmstrong@goodinmacbride.com  
Status: PARTY

JESUS ARREDONDO  
**NRG ENERGY INC.**  
4600 CARLSBAD BLVD.  
CARLSBAD CA 99208  
Email: jesus.arredondo@nrgenergy.com  
Status: INFORMATION

SAKIS ASTERIADIS  
**APX INC**  
1270 FIFTH AVE., STE 15R  
NEW YORK NY 10029  
Email: sasteriadis@apx.com  
Status: INFORMATION

ELIZABETH BAKER  
**SUMMIT BLUE CONSULTING**  
1722 14TH ST, STE 230  
BOULDER CO 80304  
Email: bbaker@summitblue.com  
Status: INFORMATION

GARY BARCH  
**FELLON-MCCORD & ASSOCIATES, INC.**  
SUITE 2000  
9960 CORPORATE CAMPUS DRIVE  
LOUISVILLE KY 40223  
Email: gbarch@knowledgeinenergy.com  
Status: INFORMATION

BARBARA R. BARKOVICH  
**BARKOVICH & YAP, INC.**  
44810 ROSEWOOD TERRACE  
MENDOCINO CA 95460  
Email: brbarkovich@earthlink.net  
Status: INFORMATION

AIMEE BARNES MANAGER REGULATORY AFFAIRS  
**ECOSECURITIES**  
206 W. BONITA AVE  
CLAREMONT CA 91711  
Email: aimee.barnes@ecosecurities.com  
Status: INFORMATION

KELLY BARR MANAGER, REGULATORY AFFAIRS &  
CONTRACTS  
**SALT RIVER PROJECT**  
PO BOX 52025, PAB 221  
PHOENIX AZ 85072-2025  
FOR: Salt River Project Agricultural Improvement and  
Power District  
Email: kelly.barr@srpnet.com  
Status: PARTY

CURT BARRY  
717 K ST, STE 503  
SACRAMENTO CA 95814  
Email: curt.barry@iwpnews.com  
Status: INFORMATION

OBADIAH BARTHOLOMY MECHANICAL ENGINEER  
**SACRAMENTO MUNICIPAL UTILITY DISTRICT**  
M.S. B257  
6201 S. ST  
SACRAMENTO CA 95817  
Email: obartha@smud.org  
Status: INFORMATION

PANAMA BARTHOLOMY ADVISOR TO CHAIR  
PFANNENSTIEL  
**CALIFORNIA ENERGY COMMISSION**  
1516 9TH ST  
SACRAMENTO CA 95814  
Email: pbarthol@energy.state.ca.us  
Status: INFORMATION

CARMEN E. BASKETTE SENIOR MGR MARKET  
DEVELOPMENT  
**ENERNOC**  
594 HOWARD ST., STE 400  
SAN FRANCISCO CA 94105  
FOR: EnerNoc, Inc.  
Email: cbaskette@enernoc.com  
Status: INFORMATION

R. THOMAS BEACH  
**CROSSBORDER ENERGY**  
2560 NINTH ST, STE 213A  
BERKELEY CA 94710-2557  
FOR: the California Cogeneration Council  
Email: tomb@crossborderenergy.com  
Status: PARTY

SEAN P. BEATTY ATTORNEY  
**COOPER, WHITE & COOPER, LLP**  
201 CALIFORNIA ST., 17TH FLR  
SAN FRANCISCO CA 94111  
Email: sbeatty@cwclaw.com  
Status: PARTY

# THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST

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Total number of addressees: 417

BUD BEEBE  
**SACRAMENTO MUNICIPAL UTIL DIST**  
MS B257  
6201 S ST  
SACRAMENTO CA 95817-1899  
Email: bbeebe@smud.org  
Status: INFORMATION

RYAN BERNARDO  
**BRAUN & BLAISING, P.C.**  
915 L ST, STE 1270  
SACRAMENTO CA 95814  
Email: bernardo@braunlegal.com  
Status: INFORMATION

SARAH BESERRA  
**CALIFORNIA REPORTS**  
39 CASTLE HILL COURT  
VALLEJO CA 94591  
FOR: California Reports  
Email: sbeserra@sbcglobal.net  
Status: INFORMATION

CHARLIE BLAIR  
**DELTA ENERGY & ENVIRONMENT**  
15 GREAT STUART ST  
EDINBURGH UK EH2 7TP UNITED KINGDOM  
Email: charlie.blair@delta-ee.com  
Status: INFORMATION

GREG BLUE  
**ENXCO DEVELOPMENT CORP**  
5000 EXECUTIVE PARKWAY, STE.140  
SAN RAMON CA 94583  
Email: gblue@enxco.com  
Status: INFORMATION

WILLIAM H. BOOTH ATTORNEY  
**LAW OFFICES OF WILLIAM H. BOOTH**  
1500 NEWELL AVE, 5TH FLR  
WALNUT CREEK CA 94596  
FOR: California Large Energy Consumers Association  
Email: wbooth@booth-law.com  
Status: PARTY

KYLE D. BOUDREAUX  
**FPL GROUP**  
700 UNIVERSE BLVD., JES/JB  
JUNO BEACH FL 33408  
FOR: FPL Energy Project Management  
Email: kyle\_boudreaux@fpl.com  
Status: PARTY

C. SUSIE BERLIN ATTORNEY  
**MC CARTHY & BERLIN, LLP**  
100 PARK CENTER PLAZA, STE 501  
SAN JOSE CA 95113  
FOR: Northern California Power Agency  
Email: sberlin@mccarthyllaw.com  
Status: PARTY

CLARK BERNIER  
**RLW ANALYTICS**  
1055 BROADWAY, STE G  
SONOMA CA 95476  
Email: clark.bernier@rlw.com  
Status: INFORMATION

CLARENCE BINNINGER DEPUTY ATTORNEY GENERAL  
**DEPARTMENT OF JUSTICE**  
455 GOLDEN GATE AVE, STE 11000  
SAN FRANCISCO CA 94102  
Email: clarence.binninger@doj.ca.gov  
Status: STATE-SERVICE

B. B. BLEVINS EXECUTIVE DIRECTOR  
**CALIFORNIA ENERGY COMMISSION**  
1516 9TH ST, MS-39  
SACRAMENTO CA 95814  
FOR: California Energy Commission  
Email: bblevins@energy.state.ca.us  
Status: STATE-SERVICE

ASHLEE M. BONDS  
**THELEN REID BROWN RAYSMAN&STEINER LLP**  
SUITE 1800  
101 SECOND ST  
SAN FRANCISCO CA 94105  
Email: abonds@thelen.com  
Status: INFORMATION

KEVIN BOUDREAUX  
**CALPINE POWER AMERICA-CA, LLC**  
717 TEXAS AVE, STE 1000  
HOUSTON TX 77002  
FOR: Calpine Power America  
Email: kevin.boudreaux@calpine.com  
Status: PARTY

KAREN BOWEN ATTORNEY  
**WINSTON & STRAWN LLP**  
101 CALIFORNIA ST  
SAN FRANCISCO CA 94111  
FOR: Mirant California, LLC Mirant Delta, LLC, and Mirant  
Potrero, LLC  
Email: kbowen@winston.com  
Status: PARTY

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BIANCA BOWMAN RATE CASE COORDINATOR  
**PACIFIC GAS AND ELECTRIC COMPANY**  
PO BOX 770000 MCB9A  
SAN FRANCISCO CA 94177  
FOR: PACIFIC GAS AND ELECTRIC COMPANY  
Email: BRBc@pge.com  
Status: INFORMATION

DAVID BRANCHCOMB  
**BRANCHCOMB ASSOCIATES, LLC**  
9360 OAKTREE LANE  
ORANGEVILLE CA 95662  
Email: david@branchcomb.com  
Status: INFORMATION

CLARE BREIDENICH  
224 1/2 24TH AVE EAST  
SEATTLE WA 98112  
Email: cbreidenich@yahoo.com  
Status: INFORMATION

GLORIA BRITTON  
**ANZA ELECTRIC COOPERATIVE, INC.**  
58470 HWY 371  
PO BOX 391909  
ANZA CA 92539  
FOR: Anza Electric Cooperative Inc.  
Email: GloriaB@anzaelectric.org  
Status: PARTY

DONALD BROOKHYSER ATTORNEY  
**ALCANTAR & KAHL**  
120 MONTGOMERY ST  
SAN FRANCISCO CA 94104  
FOR: Energy Producers and Users Coalition  
Email: rsa@a-klaw.com  
Status: PARTY

ANDREW BROWN ATTORNEY  
**ELLISON, SCHNEIDER & HARRIS, LLP**  
2015 H ST  
SACRAMENTO CA 95811  
FOR: Constellation New Energy, Inc., Constellation Energy  
Commodities Group, Inc. Constellation Generation  
Email: abb@eslawfirm.com  
Status: PARTY

JACK BURKE LEGISLATIVE AFFAIRS MANAGER  
**CALIFORNIA CENTER FOR SUSTAINABLE ENERGY**  
8690 BALBOA AVE., STE 100  
SAN DIEGO CA 92123  
Email: jack.burke@energycenter.org  
Status: INFORMATION

ANDREW BRADFORD SENIOR MARKET RESEARCH  
ASSOCIATE  
**FELLON-MCCORD & ASSOCIATES**  
SUITE 2000  
9960 CORPORATE CAMPUS DRIVE  
LOUISVILLE KY 40223  
Email: andrew.bradford@constellation.com  
Status: INFORMATION

DOWNEY BRAND  
**DOWNEY BRAND**  
555 CAPITOL MALL, 10TH FLR  
SACRAMENTO CA 95814-4686  
FOR: Sacramento Municipal  
Status: PARTY

ADAM BRIONES  
**THE GREENLINING INSTITUTE**  
1918 UNIVERSITY AVE, 2ND FLR  
BERKELEY CA 94704  
Email: adamb@greenlining.org  
Status: INFORMATION

DONALD BROOKHYSER  
**ALCANTAR & KAHL**  
1300 SW FIFTH AVE., STE 1750  
PORTLAND OR 97210  
FOR: Cogeneration Association of California  
Email: deb@a-klaw.com  
Status: PARTY

DOUGLAS BROOKS NEVADA POWER COMPANY  
**SIERRA PACIFIC POWER COMPANY**  
6226 WEST SAHARA AVE  
LAS VEGAS NV 89151  
Email: dbrooks@nevpc.com  
Status: INFORMATION

VERONIQUE BUGNION  
**POINT CARBON**  
205 SEVERN RIVER RD  
SEVERNA PARK MD 21146  
Email: vb@pointcarbon.com  
Status: INFORMATION

THERESA BURKE REGULATORY ANALYST  
**SAN FRANCISCO PUC**  
1155 MARKET ST, 4TH FLR  
SAN FRANCISCO CA 94103  
Email: tburke@sflower.org  
Status: INFORMATION

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PAM BURMICH  
**AIR RESOURCES BOAD**  
1001 I ST, BOX 2815  
SACRAMENTO CA 95812  
Email: pburmich@arb.ca.gov  
Status: STATE-SERVICE

DALLAS BURTRAW  
1616 P ST, NW  
WASHINGTON DC 20036  
Email: burtraw@rff.org  
Status: INFORMATION

JOSHUA BUSHINSKY WESTERN POLICY COORDINATOR  
**PEW CENTER ON GLOBAL CLIMATE CHANGE**  
2101 WILSON BLVD., STE 550  
ARLINGTON VA 95816  
Email: bushinskyj@pewclimate.org  
Status: INFORMATION

OLOF BYSTROM DIRECTOR, WESTERN ENERGY  
**CAMBRIDGE ENERGY RESEARCH ASSOCIATES**  
555 CALIFORNIA ST, 3RD FLR  
SAN FRANCISCO CA 94104  
Email: obystrom@cera.com  
Status: INFORMATION

Eugene Cadenasso  
**CALIF PUBLIC UTILITIES COMMISSION**  
RATEMAKING BRANCH  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: cpe@cpuc.ca.gov  
Status: STATE-SERVICE

Andrew Campbell  
**CALIF PUBLIC UTILITIES COMMISSION**  
EXECUTIVE DIVISION  
505 VAN NESS AVE RM 5203  
SAN FRANCISCO CA 94102-3214  
Email: agc@cpuc.ca.gov  
Status: STATE-SERVICE

TRENT A. CARLSON  
**RELIANT ENERGY**  
1000 MAIN ST  
HOUSTON TX 77001  
Email: tcarlson@reliant.com  
Status: INFORMATION

SANDRA CAROLINA  
**SOUTHWEST GAS CORPORATION**  
PO BOX 98510  
LAS VEGAS NV 89193-8510  
Email: sandra.carolina@swgas.com  
Status: INFORMATION

IAN CARTER POLICY COORDINATOR-NORTH AMERICA  
**INTERNATIONAL EMISSIONS TRADING ASSN.**  
350 SPARKS ST, STE. 809  
OTTAWA ON K1R 7S8 CANADA  
FOR: International Emissions Trading Association  
Email: carter@ieta.org  
Status: PARTY

SHERYL CARTER  
**NATURAL RESOURCES DEFENSE COUNCIL**  
111 SUTTER ST, 20TH FLR  
SAN FRANCISCO CA 94104  
Email: scarter@nrdc.org  
Status: INFORMATION

PHIL CARVER  
**OREGON DEPARTMENT OF ENERGY**  
625 MARION ST., NE  
SALEM OR 97301-3737  
Email: Philip.H.Carver@state.or.us  
Status: INFORMATION

JENNIFER CHAMBERLIN  
**STRATEGIC ENERGY, LLC**  
2633 WELLINGTON CT.  
CLYDE CA 94520  
FOR: Strategic Energy, LLC  
Email: jchamberlin@strategicenergy.com  
Status: PARTY

AUDREY CHANG STAFF SCIENTIST  
**NATURAL RESOURCES DEFENSE COUNCIL**  
111 SUTTER ST, 20TH FLR  
SAN FRANCISCO CA 94104  
Email: achang@nrdc.org  
Status: PARTY

Bishu Chatterjee  
**CALIF PUBLIC UTILITIES COMMISSION**  
RATEMAKING BRANCH  
505 VAN NESS AVE AREA 3-E  
SAN FRANCISCO CA 94102-3214  
Email: bbc@cpuc.ca.gov  
Status: STATE-SERVICE

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CLIFF CHEN  
**UNION OF CONCERNED SCIENTIST**  
2397 SHATTUCK AVE, STE 203  
BERKELEY CA 94704  
FOR: Union of Concerned Scientists  
Email: cchen@ucsusa.org  
Status: PARTY

WILLIAM H. CHEN DIRECTOR, ENERGY POLICY WEST  
REGION  
**CONSTELLATION NEW ENERGY, INC.**  
SPEAR TOWER, 36TH FLOOR  
ONE MARKET ST  
SAN FRANCISCO CA 94105  
Email: bill.chen@constellation.com  
Status: PARTY

BRIAN K. CHERRY VICE PRESIDENT, REGULATORY  
RELATIONS  
**PACIFIC GAS AND ELECTRIC COMPANY**  
PO BOX 770000, MAIL CODE: B10C  
SAN FRANCISCO CA 94177  
FOR: Pacific Gas and Electric Company  
Email: bkc7@pge.com  
Status: PARTY

ED CHIANG  
**ELEMENT MARKETS, LLC**  
ONE SUGAR CREEK CENTER BLVD., STE 250  
SUGAR LAND TX 77478  
Email: echiang@elementmarkets.com  
Status: INFORMATION

Theresa Cho  
**CALIF PUBLIC UTILITIES COMMISSION**  
EXECUTIVE DIVISION  
505 VAN NESS AVE RM 5207  
SAN FRANCISCO CA 94102-3214  
Email: tcx@cpuc.ca.gov  
Status: STATE-SERVICE

STEVEN M. COHN ASSISTANT GENERAL COUNSEL  
**SACRAMENTO MUNICIPAL UTILITY DISTRICT**  
PO BOX 15830  
SACRAMENTO CA 95852-1830  
FOR: Sacramento Municipal Utility District  
Email: scohn@smud.org  
Status: PARTY

KENNETH A. COLBURN  
**SYMBILITIC STRATEGIES, LLC**  
26 WINTON ROAD  
MEREDITH NH 3253  
Email: kcolburn@symbioticstrategies.com  
Status: INFORMATION

ALAN COMNES  
**WEST COAST POWER**  
3934 SE ASH ST  
PORTLAND OR 97214  
Email: alan.comnes@nrenergy.com  
Status: INFORMATION

LISA A. COTTLE ATTORNEY  
**WINSTON & STRAWN LLP**  
101 CALIFORNIA ST, 39TH FLR  
SAN FRANCISCO CA 94111  
FOR: Mirant California, LLC, Mirant Delta, LLC, and Mirant  
Potrero, LLC  
Email: lcottle@winston.com  
Status: PARTY

RICHARD COWART  
**REGULATORY ASSISTANCE PROJECT**  
50 STATE ST, STE 3  
MONTPELIER VT 5602  
Email: rapcowart@aol.com  
Status: INFORMATION

BRIAN T. CRAGG ATTORNEY  
**GOODIN, MACBRIDE, SQUERI, RITCHIE & DAY**  
505 SANSOME ST, STE 900  
SAN FRANCISCO CA 94111  
FOR: Independent Energy Producers Association  
Email: bcragg@goodinmacbride.com  
Status: PARTY

HOLLY B. CRONIN STATE WATER PROJECT  
OPERATIONS DIV  
**CALIFORNIA DEPARTMENT OF WATER RESOURCES**  
3310 EL CAMINO AVE., LL-90  
SACRAMENTO CA 95821  
Email: hcronin@water.ca.gov  
Status: STATE-SERVICE

SEBASTIEN CSAPO PROJECT MANAGER  
**PACIFIC GAS AND ELECTRIC COMPANY**  
MAIL CODE B9A  
PO BOX 770000  
SAN FRANCISCO CA 94177  
Email: sscb@pge.com  
Status: INFORMATION

RAYMOND J. CZAHAR, C.P.A. CHIEF FINANCIAL  
OFFICER  
**WEST COAST GAS COMPANY**  
9203 BEATTY DRIVE  
SACRAMENTO CA 95826  
Email: westgas@aol.com  
Status: PARTY

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KARLA DAILEY  
**CITY OF PALO ALTO**  
UTILITIES DEPARTMENT  
BOX 10250  
PALO ALTO CA 94303  
Email: karla.dailey@cityofpaloalto.org  
Status: INFORMATION

THOMAS DARTON  
**PILOT POWER GROUP, INC.**  
SUITE 520  
8910 UNIVERSITY CENTER LANE  
SAN DIEGO CA 92122  
FOR: Pilot Power Group  
Email: tdarton@pilotpowergroup.com  
Status: PARTY

KYLE L. DAVIS  
**PACIFICORP**  
825 NE MULTNOMAH ST., STE 2000  
PORTLAND OR 97232  
FOR: PacifiCorp  
Email: kyle.l.davis@pacificorp.com  
Status: PARTY

Matthew Deal  
**CALIF PUBLIC UTILITIES COMMISSION**  
EXECUTIVE DIVISION  
505 VAN NESS AVE RM 5215  
SAN FRANCISCO CA 94102-3214  
Email: mjd@cpuc.ca.gov  
Status: STATE-SERVICE

RONALD F. DEATON  
**LOS ANGELES DEPARTMENT OF WATER & POWER**  
111 NORTH HOPE ST, RM 1550  
LOS ANGELES CA 90012  
FOR: Los Angeles Department of Water and Power  
Email: ron.deaton@ladwp.com  
Status: PARTY

LISA DECARLO STAFF COUNSEL  
**CALIFORNIA ENERGY COMMISSION**  
1516 9TH ST MS-14  
SACRAMENTO CA 95814  
Email: ldecarlo@energy.state.ca.us  
Status: STATE-SERVICE

PAUL DELANEY  
**AMERICAN UTILITY NETWORK (A.U.N.)**  
10705 DEER CANYON DRIVE  
ALTA LOMA CA 91737  
FOR: American Utility Network  
Email: pssed@adelphia.net  
Status: PARTY

RALPH E. DENNIS DIRECTOR, REGULATORY AFFAIRS  
**FELLON-MCCORD & ASSOCIATES**  
CONSTELLATION NEWENERGY-GAS DIVISION  
9960 CORPORATE CAMPUS DRIVE, STE 2000  
LOUISVILLE KY 40223  
Email: ralph.dennis@constellation.com  
Status: INFORMATION

LEONARD DEVANNA EXECUTIVE VICE PRESIDENT  
**CLEAN ENERGY SYSTEMS, INC.**  
11330 SUNCO DRIVE, STE A  
RANCHO CORDOVA CA 95742  
FOR: Clean Energy Systems, Inc.  
Email: lrdevanna-rf@cleanenergysystems.com  
Status: PARTY

BALDASSARO DI CAPO  
151 BLUE RAVINE ROAD  
FOLSOM CA 95630  
FOR: California Independent System Operator  
Email: bdicapo@caiso.com  
Status: PARTY

WILLIAM F. DIETRICH ATTORNEY  
**DIETRICH LAW**  
2977 YGNACIO VALLEY ROAD, 613  
WALNUT CREEK CA 94598-3535  
Email: dietrichlaw2@earthlink.net  
Status: INFORMATION

THOMAS DILL PRESIDENT  
**LODI GAS STORAGE, L.L.C.**  
1021 MAIN ST STE 1500  
HOUSTON TX 77002-6509  
Email: trdill@westernhubs.com  
Status: PARTY

TREVOR DILLARD  
**SIERRA PACIFIC POWER COMPANY**  
PO BOX 10100  
6100 NEIL ROAD, MS S4A50  
RENO NV 89520  
Email: tdillard@sierrapacific.com  
Status: INFORMATION

JEFFREY DOLL  
**CALIFORNIA AIR RESOURCES BOARD**  
PO BOX 2815 1001 I ST  
SACRAMENTO CA 95812  
Email: jdoll@arb.ca.gov  
Status: STATE-SERVICE

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DANIEL W. DOUGLASS ATTORNEY  
**DOUGLASS & LIDDELL**  
21700 OXNARD ST, STE 1030  
WOODLAND HILLS CA 91367  
FOR: Western Power Trading Forum  
Email: douglass@energyattorney.com  
Status: PARTY

KIRBY DUSEL  
**NAVIGANT CONSULTING, INC.**  
3100 ZINFANDEL DRIVE, STE 600  
RANCHO CORDOVA CA 95670  
Email: kdusel@navigantconsulting.com  
Status: INFORMATION

HARVEY EDER  
**PUBLIC SOLAR POWER COALITION**  
1218 12TH ST., 25  
SANTA MONICA CA 90401  
Email: harveyederpspc.org@hotmail.com  
Status: INFORMATION

THOMAS ELGIE  
**POWEREX CORPORATION**  
1400, 666 BURRAND ST  
VANCOUVER BC V6C 2X8 CANADA  
Email: Tom.Elgie@powerex.com  
Status: INFORMATION

SANDRA ELY  
**NEW MEXICO ENVIRONMENT DEPARTMENT**  
1190 ST FRANCIS DRIVE  
SANTA FE NM 87501  
Email: Sandra.ely@state.nm.us  
Status: INFORMATION

STEVE ENDO  
**PASADENA DEPARTMENT OF WATER & POWER**  
45 EAST GLENARM ST  
PASADENA CA 91105  
Email: sendo@ci.pasadena.ca.us  
Status: INFORMATION

DIANE I. FELLMAN DIRECTOR, REGULATORY AFFAIRS  
**FPL ENERGY PROJECT MANAGEMENT, INC.**  
234 VAN NESS AVE  
SAN FRANCISCO CA 94102  
FOR: FPL Energy Project Management Inc  
Email: Diane\_Fellman@fpl.com  
Status: INFORMATION

JASON DUBCHAK ASSOCIATE GENERAL COUNSEL  
**WILD GOOSE STORAGE LLC**  
C/O NISKA GAS STORAGE, SUITE 400  
607 8TH AVE S.W.  
CALGARY AB T2P 0A7 CANADA  
FOR: Wild Goose Storage LLC  
Email: jason.dubchak@niskags.com  
Status: PARTY

PIERRE H. DUVAIR  
**CALIFORNIA ENERGY COMMISSION**  
1516 NINTH ST, MS-41  
SACRAMENTO CA 95814  
Email: pduvair@energy.state.ca.us  
Status: STATE-SERVICE

DENNIS M.P. EHLING ATTORNEY  
**KIRKPATRICK & LOCKHART NICHOLSON GRAHAM**  
10100 SANTA MONICA BLVD., 7TH FLR  
LOS ANGELES CA 90067  
FOR: City of Vernon  
Email: dehling@klnlg.com  
Status: PARTY

SHAUN ELLIS  
2183 UNION ST  
SAN FRANCISCO CA 94123  
Email: sellis@fypower.org  
Status: INFORMATION

NADAV ENBAR  
**ENERGY INSIGHTS**  
1750 14TH ST, STE 200  
BOULDER CO 80302  
Email: nenbar@energy-insights.com  
Status: INFORMATION

SAEED FARROKHPAY  
**FEDERAL ENERGY REGULATORY COMMISSION**  
110 BLUE RAVINE RD., STE 107  
FOLSOM CA 95630  
Email: saeed.farrokhpay@ferc.gov  
Status: INFORMATION

Julie A. Fitch  
**CALIF PUBLIC UTILITIES COMMISSION**  
POLICY & PLANNING DIVISION  
505 VAN NESS AVE RM 5119  
SAN FRANCISCO CA 94102-3214  
Email: jf2@cpuc.ca.gov  
Status: STATE-SERVICE

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MICHEL FLORIO ATTORNEYS AT LAW  
711 VAN NESS AVE., STE. 350  
SAN FRANCISCO CA 94102  
Email: mflorio@turn.org  
Status: INFORMATION

Cathleen A. Fogel  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY RESOURCES BRANCH  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: cf1@cpuc.ca.gov  
Status: STATE-SERVICE

ORLANDO B. FOOTE, III ATTORNEY  
**HORTON, KNOX, CARTER & FOOTE**  
895 BROADWAY, STE 101  
EL CENTRO CA 92243  
Email: ofoote@hkcf-law.com  
Status: INFORMATION

JONATHAN FORRESTER  
**PG&E**  
MAIL CODE N13C  
PO BOX 770000  
SAN FRANCISCO CA 94177  
Email: JDF1@PGE.COM  
Status: INFORMATION

NORMAN J. FURUTA ATTORNEY  
**FEDERAL EXECUTIVE AGENCIES**  
1455 MARKET ST., STE 1744  
SAN FRANCISCO CA 94103-1399  
Email: norman.furuta@navy.mil  
Status: INFORMATION

LAURA I. GENAO ATTORNEY  
**SOUTHERN CALIFORNIA EDISON**  
PO BOX 800  
2244 WALNUT GROVE AVE  
ROSEMEAD CA 91770  
Email: Laura.Genao@sce.com  
Status: PARTY

JULIE GILL EXTERNAL AFFAIRS MANAGER  
**CALIFORNIA INDEPENDENT SYSTEM OPERATOR**  
151 BLUE RAVINE ROAD  
FOLSOM CA 95630  
FOR: CAISO  
Email: jgill@caiso.com  
Status: STATE-SERVICE

RYAN FLYNN  
**PACIFICORP**  
825 NE MULTNOMAH ST, 18TH FLR  
PORTLAND OR 97232  
Email: ryan.flynn@pacificorp.com  
Status: PARTY

CYNTHIA A. FONNER SENIOR COUNSEL  
**CONSTELLATION ENERGY GROUP INC**  
550 W. WASHINGTON ST, STE 300  
CHICAGO IL 60661  
FOR: Constellation Energy Group Inc  
Email: Cynthia.A.Fonner@constellation.com  
Status: PARTY

Jamie Fordyce  
**CALIF PUBLIC UTILITIES COMMISSION**  
POLICY & PLANNING DIVISION  
505 VAN NESS AVE AREA 5-B  
SAN FRANCISCO CA 94102-3214  
Email: jbf@cpuc.ca.gov  
Status: STATE-SERVICE

KEVIN FOX  
**WILSON SONSINI GOODRICH & ROSATI**  
ONE MARKET ST, SPEAR TOWER, 3300  
SAN FRANCISCO CA 94105  
Email: kfox@wsgr.com  
Status: INFORMATION

MICHELLE GARCIA  
**AIR RESOURCES BOARD**  
1001 10TH ST  
SACRAMENTO CA 95814  
Email: mgarcia@arb.ca.gov  
Status: STATE-SERVICE

FIJI GEORGE  
**EL PASO CORPORATION**  
EL PASO BUILDING  
PO BOX 2511  
HOUSTON TX 77252  
Email: fiji.george@elpaso.com  
Status: INFORMATION

Anne Gillette  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY RESOURCES BRANCH  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: aeg@cpuc.ca.gov  
Status: STATE-SERVICE

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## CPUC DOCKET NO. R0604009 CPUC REV 01-07-08

Total number of addressees: 417

MELANIE GILLETTE  
**ENERNOC, INC.**  
115 HAZELMERE DRIVE  
FOLSOM CA 95630  
Email: mgillette@enernoc.com  
Status: INFORMATION

ANNETTE GILLIAM ATTORNEY  
**SOUTHERN CALIFORNIA EDISON COMPANY**  
2244 WALNUT GROVE AVE  
ROSEMEAD CA 91770  
FOR: Southern California Edison  
Email: annette.gilliam@sce.com  
Status: PARTY

HOWARD V. GOLUB  
**NIXON PEABODY LLP**  
2 EMBARCADERO CENTER, STE. 2700  
SAN FRANCISCO CA 94111  
Email: hgolub@nixonpeabody.com  
Status: INFORMATION

HAYLEY GOODSON ATTORNEY  
**THE UTILITY REFORM NETWORK**  
711 VAN NESS AVE, STE 350  
SAN FRANCISCO CA 94102  
Email: hayley@turn.org  
Status: INFORMATION

JAIRAM GOPAL  
**SOUTHERN CALIFORNIA EDISON**  
2244 WALNUT GROVE, GO1-C  
ROSEMEAD CA 91770  
Email: Jairam.gopal@sce.com  
Status: INFORMATION

KASSANDRA GOUGH  
**CALPINE CORPORATION**  
1127 11TH ST, STE 242  
SACRAMENTO CA 95814  
FOR: Calpine Corporation  
Email: kgough@calpine.com  
Status: INFORMATION

JEFFREY P. GRAY  
**DAVIS WRIGHT TREMAINE, LLP**  
505 MONTGOMERY ST, STE 800  
SAN FRANCISCO CA 94111-6533  
FOR: Calpine Corporation  
Email: jeffgray@dwt.com  
Status: PARTY

JOSEPH GRECO VICE PRESIDENT - WESTERN REGION  
**CAITHNESS ENERGY, LLC.**  
9590 PROTOTYPE COURT, STE 200  
RENO NV 89521  
Email: jgreco@caithnessenergy.com  
Status: INFORMATION

Jacqueline Greig  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY COST OF SERVICE & NATURAL GAS BRANCH  
505 VAN NESS AVE RM 4102  
SAN FRANCISCO CA 94102-3214  
Email: jnm@cpuc.ca.gov  
Status: STATE-SERVICE

KRISTIN GRENFELL PROJECT ATTORNEY, CALIF.  
ENERGY PROGRAM  
**NATURAL RESOURCES DEFENSE COUNCIL**  
111 SUTTER ST, 20TH FLR  
SAN FRANCISCO CA 94104  
Email: kgrenfell@nrdc.org  
Status: PARTY

KAREN GRIFFIN EXECUTIVE OFFICE  
**CALIFORNIA ENERGY COMMISSION**  
1516 9TH ST, MS 39  
SACRAMENTO CA 95814  
Email: kgriffin@energy.state.ca.us  
Status: STATE-SERVICE

ANN G. GRIMALDI  
**MCKENNA LONG & ALDRIDGE LLP**  
101 CALIFORNIA ST, 41ST FLR  
SAN FRANCISCO CA 94111  
FOR: Center for Energy and Economic Development  
Email: agrimaldi@mckennalong.com  
Status: PARTY

YVONNE GROSS REGULATORY POLICY MANAGER  
**SEMPRA ENERGY**  
HQ08C  
101 ASH ST  
SAN DIEGO CA 92103  
Email: ygross@sempraglobal.com  
Status: INFORMATION

ELSTON K. GRUBAUGH  
**IMPERIAL IRRIGATION DISTRICT**  
333 EAST BARIONI BLVD.  
IMPERIAL CA 92251  
Email: ekgrubaugh@iid.com  
Status: INFORMATION

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ELIZABETH W. HADLEY  
**CITY OF REDDING**  
777 CYPRESS AVE  
REDDING CA 96001  
Email: ehadley@reupower.com  
Status: INFORMATION

TOM HAMILTON MANAGING PARTNER  
**ENERGY CONCIERGE SERVICES**  
321 MESA LILA RD  
GLENDALE CA 91208  
Email: THAMILTON5@CHARTER.NET  
Status: INFORMATION

ANDREW L. HARRIS  
**PACIFIC GAS & ELECTRIC COMPANY**  
PO BOX 770000 MAIL CODE B9A  
SAN FRANCISCO CA 94177  
Email: alho@pge.com  
Status: PARTY

JEFFERY D. HARRIS ATTORNEY  
**ELLISON, SCHNEIDER & HARRIS LLP**  
2015 H ST  
SACRAMENTO CA 95814  
FOR: Dynegy  
Email: jdh@eslawfirm.com  
Status: PARTY

AUDRA HARTMANN  
**DYNEGY INC.**  
980 NINTH ST, STE 2130  
SACRAMENTO CA 95814  
Email: Audra.Hartmann@Dynegy.com  
Status: INFORMATION

LYNN HAUG  
**ELLISON, SCHNEIDER & HARRIS, LLP**  
2015 H ST  
SACRAMENTO CA 95814-3109  
Email: lmh@eslawfirm.com  
Status: INFORMATION

DAN HECHT  
**SEMPRA ENERGY**  
101 ASH ST  
SAN DIEGO CA 92101  
Email: dhecht@sempratrading.com  
Status: PARTY

JEFFREY L. HAHN  
**COVANTA ENERGY CORPORATION**  
876 MT. VIEW DRIVE  
LAFAYETTE CA 94549  
Email: jhahn@covantaenergy.com  
Status: INFORMATION

PETER W. HANSCHEN ATTORNEY  
**MORRISON & FOERSTER, LLP**  
101 YGNACIO VALLEY ROAD, STE 450  
WALNUT CREEK CA 94596  
Email: phansch@mofo.com  
Status: INFORMATION

ARNO HARRIS  
**RECURRENT ENERGY, INC.**  
1700 MONTGOMERY ST., STE 251  
SAN FRANCISCO CA 94111  
Email: arno@recurrentenergy.com  
Status: INFORMATION

ANITA HART SENIOR SPECIALIST/STATE  
REGULATORYAFFAIR  
**SOUTHWEST GAS CORPORATION**  
5241 SPRING MOUNTAIN ROAD  
LAS VEGAS NV 89193  
Email: anita.hart@swgas.com  
Status: INFORMATION

KERRY HATTEVIK  
**MIRANT CORPORATION**  
696 WEST 10TH ST  
PITTSBURG CA 94565  
FOR: Mirant Corporation  
Email: kerry.hattevik@mirant.com  
Status: PARTY

MARCEL HAWIGER  
**THE UTILITY REFORM NETWORK**  
711 VAN NESS AVE, STE 350  
SAN FRANCISCO CA 94102  
Email: marcel@turn.org  
Status: PARTY

RICHARD HELGESON  
**SOUTHERN CALIFORNIA PUBLIC POWER AUTHORITY**  
225 S. LAKE AVE., STE 1250  
PASADENA CA 91101  
FOR: Southern California Public Power Authority  
Email: rhelgeson@scppa.org  
Status: PARTY

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UDI HELMAN  
**CALIFORNIA INDEPENDENT SYS. OPER. CORP**  
151 BLUE RAVINE ROAD  
FOLSOM CA 95630  
FOR: California Independent System Operator Corporation  
Email: UHelman@caiso.com  
Status: PARTY

JOSEPH HENRI  
31 MIRAMONTE ROAD  
WALNUT CREEK CA 94597  
Email: josephhenri@hotmail.com  
Status: INFORMATION

SETH HILTON ATTORNEY  
**STOEL RIVES**  
111 SUTTER ST., STE 700  
SAN FRANCISCO CA 94104  
FOR: El Paso Natural Gas  
Email: sdhilton@stoel.com  
Status: INFORMATION

ALDYN HOEKSTRA  
**PACE GLOBAL ENERGY SERVICES**  
420 WEST BROADWAY, 4TH FLR  
SAN DIEGO CA 92101  
Email: aldyn.hoekstra@paceglobal.com  
Status: INFORMATION

LAURIE TEN HOPE ADVISOR TO COMMISSIONER  
BYRON  
**CALIFORNIA ENERGY COMMISSION**  
1516 9TH ST, MS-32  
SACRAMENTO CA 95814-5512  
Email: ltenhope@energy.state.ca.us  
Status: INFORMATION

RANDY S. HOWARD  
**LOS ANGELES DEPT. OF WATER AND POWER**  
111 NORTH HOPE ST, RM 921  
LOS ANGELES CA 90012  
Email: randy.howard@ladwp.com  
Status: INFORMATION

JOHN P. HUGHES MANAGER, REGULATORY AFFAIRS  
**SOUTHERN CALIFORNIA EDISON COMPANY**  
601 VAN NESS AVE, STE. 2040  
SAN FRANCISCO CA 94102  
Email: john.hughes@sce.com  
Status: PARTY

TIM HEMIG  
**NRG ENERGY, INC.**  
1819 ASTON AVE, STE 105  
CARLSBAD CA 92008  
Email: tim.hemig@nrgenergy.com  
Status: INFORMATION

CHRISTOPHER A. HILEN ASSISTANT GENERAL  
COUNSEL  
**SIERRA PACIFIC POWER COMPANY**  
6100 NEIL ROAD  
RENO NV 89511  
Email: chilen@sppc.com  
Status: INFORMATION

GARY HINNERS  
**RELIANT ENERGY, INC.**  
PO BOX 148  
HOUSTON TX 77001-0148  
Email: ghinners@reliant.com  
Status: INFORMATION

J. ANDREW HOERNER  
**REDEFINING PROGRESS**  
1904 FRANKLIN ST  
OAKLAND CA 94612  
Email: hoerner@redefiningprogress.org  
Status: PARTY

GEORGE HOPLEY  
**BARCLAYS CAPITAL**  
200 PARK AVE  
NEW YORK NY 10166  
Email: george.hopley@barcap.com  
Status: INFORMATION

DAVID L. HUARD ATTORNEY  
**MANATT, PHELPS & PHILLIPS, LLP**  
11355 WEST OLYMPIC BLVD  
LOS ANGELES CA 90064  
FOR: Los Angeles County/Trans Canada Pipelines  
Email: dhuard@manatt.com  
Status: PARTY

STEVEN HUHMAN  
**MORGAN STANLEY CAPITAL GROUP INC.**  
2000 WESTCHESTER AVE  
PURCHASE NY 10577  
Email: steven.huhman@morganstanley.com  
Status: PARTY

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RAYMOND HUNG

**PG&E**

PO BOX 770000 MAIL CODE B9A

SAN FRANCISCO CA 94177

Email: RHHJ@pge.com

Status: INFORMATION

TAMLYN M. HUNT ENERGY PROGRAM DIRECTOR

**COMMUNITY ENVIRONMENTAL COUNCIL**

26 W. ANAPAMU ST., 2ND FLR

SANTA BARBARA CA 93101

FOR: Community Environmental Council

Email: thunt@cecmail.org

Status: PARTY

CAROL J. HURLOCK

**CALIFORNIA DEPT. OF WATER RESOURCES**

JOINT OPERATIONS CENTER

3310 EL CAMINO AVE. RM 300

SACRAMENTO CA 95821

Email: hurlock@water.ca.gov

Status: STATE-SERVICE

MICHAEL A. HYAMS POWER ENTERPRISE-

REGULATORY AFFAIRS

**SAN FRANCISCO PUBLIC UTILITIES COMM**

1155 MARKET ST., 4TH FLR

SAN FRANCISCO CA 94103

Email: mhyams@sfwater.org

Status: INFORMATION

Judith Ikle

**CALIF PUBLIC UTILITIES COMMISSION**

ENERGY RESOURCES BRANCH

505 VAN NESS AVE RM 4012

SAN FRANCISCO CA 94102-3214

FOR: Energy Resources Branch

Email: jci@cpuc.ca.gov

Status: STATE-SERVICE

AKBAR JAZAYEIRI DIRECTOR OF REVENUE &  
TARRIFFS

**SOUTHERN CALIFORNIA EDISON COMPANY**

2244 WALNUT GROVE AVE. RM 390

ROSEMEAD CA 91770

FOR: Southern California Edison Company

Email: akbar.jazayeri@sce.com

Status: PARTY

PETER JAZAYERI

**STROOCK & STROOCK & LAVAN LLP**

2029 CENTURY PARK EAST, STE 1800

LOS ANGELES CA 90067

Email: pjazayeri@stroock.com

Status: INFORMATION

BRUNO JEIDER

**BURBANK WATER & POWER**

164 WEST MAGNOLIA BLVD.

BURBANK CA 91502

Email: bjeider@ci.burbank.ca.us

Status: INFORMATION

JOHN JENSEN PRESIDENT

**MOUNTAIN UTILITIES**

PO BOX 205

KIRKWOOD CA 95646

FOR: Mountain Utilities

Email: jjensen@kirkwood.com

Status: PARTY

KENNETH C. JOHNSON

**KENNETH CARLISLE JOHNSON**

2502 ROBERTSON RD

SANTA CLARA CA 95051

FOR: Kenneth Carlisle Johnson

Email: kjinnovation@earthlink.net

Status: PARTY

LEILANI JOHNSON KOWAL

**LOS ANGELES DEPT. OF WATER AND POWER**

111 N. HOPE ST, RM 1050

LOS ANGELES CA 90012

Email: leilani.johnson@ladwp.com

Status: INFORMATION

BRIAN M. JONES

**M. J. BRADLEY & ASSOCIATES, INC.**

47 JUNCTION SQUARE DRIVE

CONCORD MA 1742

Email: bjones@mjbradley.com

Status: INFORMATION

MARC D. JOSEPH

**ADAMS BRADWELL JOSEPH & CARDOZO**

601 GATEWAY BLVD. STE 1000

SOUTH SAN FRANCISCO CA 94080

FOR: California Unions for Reliable Energy&Coalition of  
California Utility Employees

Email: mdjoseph@adamsbroadwell.com

Status: INFORMATION

EVELYN KAHL ATTORNEY

**ALCANTAR & KAHL, LLP**

120 MONTGOMERY ST, STE 2200

SAN FRANCISCO CA 94104

FOR: Energy Producers & Users Coalition

Email: ek@a-klaw.com

Status: PARTY

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Sara M. Kamins  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY RESOURCES BRANCH  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: smk@cpuc.ca.gov  
Status: STATE-SERVICE

JOSEPH M. KARP ATTORNEY  
**WINSTON & STRAWN LLP**  
101 CALIFORNIA ST  
SAN FRANCISCO CA 94111-5802  
FOR: California Cogeneration Council  
Email: jkarp@winston.com  
Status: PARTY

ADAM J. KATZ  
**MCDERMOTT WILL & EMERY LLP**  
600 13TH ST, NW.  
WASHINGTON DC 20005  
FOR: Morgan Stanley Capital Group, Inc.  
Email: ajkatz@mwe.com  
Status: PARTY

CURTIS L. KEBLER  
**J. ARON & COMPANY**  
SUITE 2600  
2121 AVE OF THE STARS  
LOS ANGELES CA 90067  
FOR: J. Aron  
Email: curtis.kebler@gs.com  
Status: PARTY

CAROLYN M. KEHREIN  
**ENERGY MANAGEMENT SERVICES**  
1505 DUNLAP COURT  
DIXON CA 95620-4208  
Email: cmkehrein@ems-ca.com  
Status: INFORMATION

STEVEN KELLY  
**INDEPENDENT ENERGY PRODUCERS**  
1215 K ST, STE 900  
SACRAMENTO CA 95814  
Email: steven@iepa.com  
Status: INFORMATION

KHURSHID KHOJA ASSOCIATE  
**THELEN REID BROWN RAYSMAN & STEINER**  
101 SECOND ST, STE 1800  
SAN FRANCISCO CA 94105  
Email: kkhoja@thelenreid.com  
Status: INFORMATION

CATHY A. KARLSTAD  
**SOUTHERN CALIFORNIA EDISON COMPANY**  
2244 WALNUT GROVE AVE.  
ROSEMEAD CA 91770  
FOR: Southern California Edison Company  
Email: cathy.karlstad@sce.com  
Status: PARTY

SUE KATELEY EXECUTIVE DIRECTOR  
**CALIFORNIA SOLAR ENERGY INDUSTRIES ASSN**  
PO BOX 782  
RIO VISTA CA 94571  
Email: info@calseia.org  
Status: INFORMATION

JAMES W. KEATING  
**BP AMERICA, INC.**  
MAIL CODE 603-1E  
150 W. WARRENVILLE RD.  
NAPERVILLE IL 60563  
Email: james.keating@bp.com  
Status: INFORMATION

RANDALL W. KEEN ATTORNEY  
**MANATT PHELPS & PHILLIPS, LLP**  
11355 WEST OLYMPIC BLVD.  
LOS ANGELES CA 90064  
FOR: Los Angeles County  
Email: rkeen@manatt.com  
Status: INFORMATION

ALEXIA C. KELLY  
**THE CLIMATE TRUST**  
65 SW YAMHILL ST, STE 400  
PORTLAND OR 97204  
Email: akelly@climatetrust.org  
Status: INFORMATION

DOUGLAS K. KERNER ATTORNEY  
**ELLISON, SCHNEIDER & HARRIS, LLP**  
2015 H ST  
SACRAMENTO CA 95814  
Email: dkk@eslawfirm.com  
Status: INFORMATION

KIM KIENER  
504 CATALINA BLVD.  
SAN DIEGO CA 92106  
Email: kmkiener@fox.net  
Status: INFORMATION

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THOMAS S. KIMBALL  
**MODESTO IRRIGATION DISTRICT**  
1231 11TH ST  
MODESTO CA 95354  
Email: tomk@mid.org  
Status: INFORMATION

GREGORY KLATT ATTORNEY  
**DOUGLASS & LIDDELL**  
411 E. HUNTINGTON DRIVE, STE. 107-356  
ARCADIA CA 91006  
FOR: Alliance for Retail Energy Markets  
Email: klatt@energyattorney.com  
Status: PARTY

STEPHEN G. KOERNER, ESQ.  
**EL PASO CORPORATION**  
WESTERN PIPELINES  
2 NORTH NEVADA AVE  
COLORADO SPRINGS CO 80903  
FOR: El Paso Natural Gas Company/Mojave Pipeline  
Company  
Email: steve.koerner@elpaso.com  
Status: PARTY

AVIS KOWALEWSKI  
**CALPINE CORPORATION**  
3875 HOPYARD ROAD, STE 345  
PLEASANTON CA 94588  
Email: kowalewskia@calpine.com  
Status: PARTY

CATHERINE M. KRUPKA  
**MCDERMOTT WILL AND EMERY LLP**  
600 THIRTEEN STREET, NW  
WASHINGTON DC 20005  
FOR: Morgan Stanley Capital Group, Inc.  
Email: ckrupka@mwe.com  
Status: PARTY

STEPHANIE LA SHAWN  
**PACIFIC GAS AND ELECTRIC COMPANY**  
PO BOX 770000, MAIL CODE B9A  
SAN FRANCISCO CA 94177  
Email: S1L7@pge.com  
Status: INFORMATION

Jonathan Lakritz  
**CALIF PUBLIC UTILITIES COMMISSION**  
DIVISION OF ADMINISTRATIVE LAW JUDGES  
505 VAN NESS AVE RM 5020  
SAN FRANCISCO CA 94102-3214  
Email: jol@cpuc.ca.gov  
Status: STATE-SERVICE

DANIEL A. KING  
**SEMPRA ENERGY**  
101 ASH ST, HQ 12  
SAN DIEGO CA 92101  
Email: daking@sempra.com  
Status: PARTY

JOSEPH R. KLOBERDANZ  
**SAN DIEGO GAS & ELECTRIC**  
PO BOX 1831  
SAN DIEGO CA 92112  
Email: jkloberdanz@semprautilities.com  
Status: INFORMATION

GREGORY KOISER  
**CONSTELLATION NEW ENERGY, INC.**  
350 SOUTH GRAND AVE, STE 3800  
LOS ANGELES CA 90071  
FOR: Constellation New Energy  
Email: gregory.koiser@constellation.com  
Status: PARTY

STEVE KROMER  
3110 COLLEGE AVE, APT 12  
BERKELEY CA 94705  
FOR: Steve Kromer  
Email: stevek@kromer.com  
Status: INFORMATION

LARS KVALE  
**CENTER FOR RESOURCE SOLUTIONS**  
PRESIDIO BUILDING 97  
PO BOX 39512  
SAN FRANCISCO CA 94129  
FOR: Center for Resource Solution  
Email: lars@resource-solutions.org  
Status: PARTY

GERALD L. LAHR  
**ABAG POWER**  
101 EIGHTH ST  
OAKLAND CA 94607  
FOR: Association of Bay Area Governments  
Email: JerryL@abag.ca.gov  
Status: INFORMATION

MIKE LAMOND  
**ALPINE NATURAL GAS OPERATING CO. #1 LLC**  
PO BOX 550  
VALLEY SPRINGS CA 95252  
Email: Mike@alpinenaturalgas.com  
Status: PARTY

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JOHN LAUN  
**APOGEE INTERACTIVE, INC.**  
1220 ROSECRANS ST., STE 308  
SAN DIEGO CA 92106  
Email: jlaun@apogee.net  
Status: INFORMATION

VITALY LEE  
**AES ALAMITOS, LLC**  
690 N. STUDEBAKER ROAD  
LONG BEACH CA 90803  
FOR: AES Southland LLC  
Email: vitaly.lee@aes.com  
Status: PARTY

NICHOLAS LENSSEN  
**ENERGY INSIGHTS**  
1750 14TH ST, STE 200  
BOULDER CO 80302  
Email: nlenssen@energy-insights.com  
Status: INFORMATION

DONALD C. LIDDELL  
**DOUGLASS & LIDDELL**  
2928 2ND AVE  
SAN DIEGO CA 92103  
FOR: California Natural Gas Vehicle Association/ Clean  
Energy Fuels Corporation  
Email: liddell@energyattorney.com  
Status: PARTY

STEVEN G. LINS GENERAL COUNSEL  
**GLENDALE WATER AND POWER**  
613 EAST BROADWAY, STE 220  
GLENDALE CA 91206-4394  
Email: slins@ci.glendale.ca.us  
Status: INFORMATION

GRACE LIVINGSTON-NUNLEY ASSISTANT PROJECT  
MANAGER  
**PACIFIC GAS AND ELECTRIC COMPANY**  
PO BOX 770000 MAIL CODE B9A  
SAN FRANCISCO CA 94177  
Email: gxl2@pge.com  
Status: INFORMATION

JODY S. LONDON  
**JODY LONDON CONSULTING**  
PO BOX 3629  
OAKLAND CA 94609  
Email: jody\_london\_consulting@earthlink.net  
Status: INFORMATION

Diana L. Lee  
**CALIF PUBLIC UTILITIES COMMISSION**  
LEGAL DIVISION  
505 VAN NESS AVE RM 4300  
SAN FRANCISCO CA 94102-3214  
FOR: DRA  
Email: dil@cpuc.ca.gov  
Status: PARTY

BRENDA LEMAY DIRECTOR OF PROJECT  
DEVELOPMENT  
**HORIZON WIND ENERGY**  
1600 SHATTUCK, STE 222  
BERKELEY CA 94709  
Email: brenda.lemay@horizonwind.com  
Status: INFORMATION

JOHN W. LESLIE ATTORNEY  
**LUCE, FORWARD, HAMILTON & SCRIPPS, LLP**  
11988 EL CAMINO REAL, STE 200  
SAN DIEGO CA 92130  
Email: jleslie@luce.com  
Status: INFORMATION

KAREN LINDH  
**CALIFORNIA ONSITE GENERATION**  
7909 WALERGA ROAD, NO. 112, PMB 119  
ANTELOPE CA 95843  
Email: karen@klindh.com  
Status: INFORMATION

STEVEN A. LIPMAN  
**STEVEN LIPMAN CONSULTING**  
500 N. ST 1108  
SACRAMENTO CA 95814  
FOR: Lipman Consulting  
Email: steven@lipmanconsulting.com  
Status: INFORMATION

BILL LOCKYER STATE ATTORNEY GENERAL  
**STATE OF CALIFORNIA, DEPT OF JUSTICE**  
PO BOX 944255  
SACRAMENTO CA 94244-2550  
Email: ken.alex@doj.ca.gov  
Status: STATE-SERVICE

LAD LORENZ V.P. REGULATORY AFFAIRS  
**SEMPRA UTILITIES**  
601 VAN NESS AVE, STE 2060  
SAN FRANCISCO CA 94102  
Email: llorenz@semprautilities.com  
Status: PARTY

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BARRY LOVELL  
15708 POMERADO RD., STE 203  
POWAY CA 92064  
Email: bjl@bry.com  
Status: INFORMATION

ED LUCHA CASE COORDINATOR  
**PACIFIC GAS AND ELECTRIC COMPANY**  
PO BOX 770000, MAIL CODE B9A  
SAN FRANCISCO CA 94177  
Email: ELL5@pge.com  
Status: INFORMATION

LYNELLE LUND  
**COMMERCE ENERGY, INC.**  
600 ANTON BLVD., STE 2000  
COSTA MESA CA 92626  
FOR: Commerce Energy, Inc.  
Email: llund@commerceenergy.com  
Status: PARTY

DOUGLAS MACMULLLEN CHIEF, POWER PLANNING  
SECTION  
**CA DEPARTMENT OF WATER RESOURCES**  
3310 EL CAMINO AVE., RM 356  
SACRAMENTO CA 95821  
Email: dmacmull@water.ca.gov  
Status: INFORMATION

ANNABELLE MALINS CONSUL-SCIENCE AND  
TECHNOLOGY  
**BRITISH CONSULATE-GENERAL**  
ONE SANSOME ST, STE 850  
SAN FRANCISCO CA 94104  
Email: annabelle.malins@fco.gov.uk  
Status: INFORMATION

Jaclyn Marks  
**CALIF PUBLIC UTILITIES COMMISSION**  
EXECUTIVE DIVISION  
505 VAN NESS AVE RM 5306  
SAN FRANCISCO CA 94102-3214  
Email: jm3@cpuc.ca.gov  
Status: STATE-SERVICE

JULIE L. MARTIN WEST ISO COORDINATOR  
**NORTH AMERICA GAS AND POWER**  
BP ENERGY COMPANY  
501 WESTLAKE PARK BLVD.  
HOUSTON TX 77079  
Email: julie.martin@bp.com  
Status: INFORMATION

BOB LUCAS  
**LUCAS ADVOCATES**  
1121 L ST, STE 407  
SACRAMENTO CA 95814  
Email: Bob.lucas@calobby.com  
Status: INFORMATION

JANE E. LUCKHARDT ATTORNEY  
**DOWNEY BRAND LLP**  
555 CAPITOL MALL, 10TH FLR  
SACRAMENTO CA 95814  
FOR: Sacramento Municipal Utility District  
Email: jluckhardt@downeybrand.com  
Status: PARTY

MARY LYNCH VP - REGULATORY AND LEGISLATIVE  
AFFAIRS  
**CONSTELLATION ENERGY COMMODITIES GROUP**  
2377 GOLD MEDAL WAY, STE 100  
GOLD RIVER CA 95670  
Email: mary.lynch@constellation.com  
Status: PARTY

AMBER MAHONE  
**ENERGY & ENVIRONMENTAL ECONOMICS, INC.**  
101 MONTGOMERY ST, STE 1600  
SAN FRANCISCO CA 94104  
Email: amber@ethree.com  
Status: INFORMATION

DEREK MARKOLF  
**CALIFORNIA CLIMATE ACTION REGISTRY**  
515 S. FLOWER ST, STE 1640  
LOS ANGELES CA 90071  
Email: derek@climateregistry.org  
Status: INFORMATION

CHRIS MARNAY  
BERKELEY LAB  
1 CYCLOTRON RD MS 90R4000  
BERKELEY CA 94720-8136  
Email: C\_Marnay@lbl.gov  
Status: INFORMATION

MARTIN A. MATTES  
**NOSSAMAN, GUTHNER, KNOX & ELLIOTT, LLP**  
50 CALIFORNIA ST, STE 3400  
SAN FRANCISCO CA 94111  
Email: mmattes@nossaman.com  
Status: INFORMATION

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DANIELLE MATTHEWS SEPERAS  
**CALPINE CORPORATION**  
1127 11TH ST, STE 242  
SACRAMENTO CA 95814  
FOR: Calpine Corporation  
Email: dseperas@calpine.com  
Status: INFORMATION

ANDREW MCALLISTER DIRECTOR OF OPERATIONS  
**CALIFORNIA CENTER FOR SUSTAINABLE ENERGY**  
8690 BALBOA AVE., STE 100  
SAN DIEGO CA 92123  
Email: andrew.mcallister@energycenter.org  
Status: INFORMATION

RICHARD MCCANN, PH.D  
**M. CUBED**  
2655 PORTAGE BAY, STE 3  
DAVIS CA 95616  
Email: rmccann@umich.edu  
Status: INFORMATION

Wade McCartney  
**CALIF PUBLIC UTILITIES COMMISSION**  
POLICY & PLANNING DIVISION  
770 L ST, STE 1050  
SACRAMENTO CA 95814  
Email: wsm@cpuc.ca.gov  
Status: STATE-SERVICE

MARY MCDONALD DIRECTOR OF STATE AFFAIRS  
**CALIFORNIA INDEPENDENT SYSTEM OPERATOR**  
151 BLUE RAVINE ROAD  
FOLSOM CA 95630  
FOR: CAISO  
Status: STATE-SERVICE

BRUCE MCLAUGHLIN  
**BRAUN & BLAISING, P.C.**  
915 L ST, STE 1270  
SACRAMENTO CA 95814  
FOR: California Municipal Utilities Association  
Email: mclaughlin@braunlegal.com  
Status: PARTY

BRIAN MCQUOWN  
**RELIANT ENERGY**  
7251 AMIGO ST., STE 120  
LAS VEGAS NV 89119  
Email: bmcquown@reliant.com  
Status: INFORMATION

MICHAEL MAZUR CHIEF TECHNICAL OFFICER  
**3 PHASES RENEWABLES, LLC**  
8333 ZITOLA TER  
PLAYA DEL REY CA 90293-7835  
FOR: 3 Phases Energy Services  
Email: mmazur@3phasesRenewables.com  
Status: PARTY

THOMAS MCCABE  
**EDISON MISSION ENERGY**  
18101 VON KARMAN AVE., STE 1700  
IRVINE CA 92612  
Status: INFORMATION

BARRY F. MCCARTHY ATTORNEY  
**MCCARTHY & BERLIN, LLP**  
100 PARK CENTER PLAZA, STE 501  
SAN JOSE CA 95113  
FOR: Northern California Generation Coalition  
Email: bmcc@mccarthylaw.com  
Status: PARTY

KEITH R. MCCREA ATTORNEY  
**SUTHERLAND, ASBILL & BRENNAN, LLP**  
1275 PENNSYLVANIA AVE., NW  
WASHINGTON DC 20004-2415  
FOR: California Manufacturers & Technology Assn.  
Email: keith.mccrea@sablaw.com  
Status: PARTY

JEN MCGRAW  
**CENTER FOR NEIGHBORHOOD TECHNOLOGY**  
PO BOX 14322  
SAN FRANCISCO CA 94114  
Email: jen@cnt.org  
Status: INFORMATION

RACHEL MCMAHON  
**CEERT**  
1100 11TH ST, STE 311  
SACRAMENTO CA 95814  
Email: rachel@ceert.org  
Status: INFORMATION

ELENA MELLO  
**SIERRA PACIFIC POWER COMPANY**  
6100 NEIL ROAD  
RENO NV 89520  
Email: emello@sppc.com  
Status: INFORMATION

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DARYL METZ  
**CALIFORNIA ENERGY COMMISSION**  
1516 9TH ST., MS-20  
SACRAMENTO CA 95814  
Email: dmetz@energy.state.ca.us  
Status: STATE-SERVICE

STEVEN S. MICHEL  
**WESTERN RESOURCE ADVOCATES**  
2025 SENDA DE ANDRES  
SANTA FE NM 87501  
FOR: Western Resource Advocates  
Email: smichel@westernresources.org  
Status: PARTY

ROSS A. MILLER ELECTRICITY ANALYSIS OFFICE  
**CALIFORNIA ENERGY COMMISSION**  
1516 9TH ST MS 20  
SACRAMENTO CA 96814-5512  
FOR: CALIFORNIA ENERGY COMMISSION  
Email: rmiller@energy.state.ca.us  
Status: STATE-SERVICE

KAREN NORENE MILLS ATTORNEY  
**CALIFORNIA FARM BUREAU FEDERATION**  
2300 RIVER PLAZA DRIVE  
SACRAMENTO CA 95833  
Email: kmills@cfbf.com  
Status: INFORMATION

MARCIE MILNER DIRECTOR - REGULATORY AFFAIRS  
**SHELL TRADING GAS & POWER COMPANY**  
4445 EASTGATE MALL, STE 100  
SAN DIEGO CA 92121  
Email: marcie.milner@shell.com  
Status: PARTY

SAMARA MINDEL REGULATORY AFFAIRS ANALYST  
**FELLON-MCCORD & ASSOCIATES**  
9960 CORPORATE CAMPUS DRIVE, STE 2000  
LOUISVILLE KY 40223  
Email: smindel@knowledgeinenergy.com  
Status: INFORMATION

CYNTHIA MITCHELL  
**ENERGY ECONOMICS, INC.**  
530 COLGATE COURT  
RENO NV 89503  
Email: ckmitche11@sbcglobal.net  
Status: INFORMATION

DAVID L. MODISETTE EXECUTIVE DIRECTOR  
**CALIFORNIA ELECTRIC TRANSP. COALITION**  
1015 K ST, STE 200  
SACRAMENTO CA 95814  
Email: dave@ppallc.com  
Status: INFORMATION

Ed Moldavsky  
**CALIF PUBLIC UTILITIES COMMISSION**  
LEGAL DIVISION  
505 VAN NESS AVE RM 5037  
SAN FRANCISCO CA 94102-3214  
Email: edm@cpuc.ca.gov  
Status: STATE-SERVICE

Rahmon Momoh  
**CALIF PUBLIC UTILITIES COMMISSION**  
ELECTRICITY PLANNING & POLICY BRANCH  
505 VAN NESS AVE RM 4205  
SAN FRANCISCO CA 94102-3214  
Email: rmm@cpuc.ca.gov  
Status: STATE-SERVICE

WES MONIER STRATEGIC ISSUES AND PLANNING  
MANAGER  
**TURLOCK IRRIGATION DISTRICT**  
333 EAST CANAL DRIVE, PO BOX 949  
TURLOCK CA 95381-0949  
Email: fwmonier@tid.org  
Status: INFORMATION

ROGER C. MONTGOMERY VICE PRESIDENT, PRICING  
**SOUTHWEST GAS CORPORATION**  
PO BOX 98510  
LAS VEGAS NV 89193-8510  
Email: roger.montgomery@swgas.com  
Status: PARTY

Beth Moore  
**CALIF PUBLIC UTILITIES COMMISSION**  
ELECTRICITY PLANNING & POLICY BRANCH  
505 VAN NESS AVE RM 4103  
SAN FRANCISCO CA 94102-3214  
Email: blm@cpuc.ca.gov  
Status: STATE-SERVICE

RONALD MOORE  
**GOLDEN STATE WATER/BEAR VALLEY ELECTRIC**  
630 EAST FOOTHILL BLVD  
SAN DIMAS CA 91773  
FOR: Golden State Water/Bear Valley Electric  
Email: rkmoore@gswater.com  
Status: PARTY

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RICHARD J. MORILLO ASSISTANT CITY ATTORNEY  
**CITY OF BURBANK**  
215 E. OLIVE AVE  
BURBANK CA 91502  
Email: rmorillo@ci.burbank.ca.us  
Status: INFORMATION

GREGG MORRIS DIRECTOR  
**GREEN POWER INSTITUTE**  
2039 SHATTUCK AVE, STE 402  
BERKELEY CA 94704  
FOR: Green Power Institute  
Email: gmorris@emf.net  
Status: PARTY

Harvey Y. Morris  
**CALIF PUBLIC UTILITIES COMMISSION**  
LEGAL DIVISION  
505 VAN NESS AVE RM 5036  
SAN FRANCISCO CA 94102-3214  
Email: hym@cpuc.ca.gov  
Status: STATE-SERVICE

STEVEN MOSS  
**SAN FRANCISCO COMMUNITY POWER COOP**  
2325 3RD ST, STE 344  
SAN FRANCISCO CA 94120  
Email: steven@moss.net  
Status: INFORMATION

MATTHEW MOST  
**EDISON MISSION MARKETING & TRADING, INC.**  
160 FEDERAL ST  
BOSTON MA 02110-1776  
Status: INFORMATION

Lainie Motamedi  
**CALIF PUBLIC UTILITIES COMMISSION**  
POLICY & PLANNING DIVISION  
505 VAN NESS AVE RM 5119  
SAN FRANCISCO CA 94102-3214  
Email: lrm@cpuc.ca.gov  
Status: STATE-SERVICE

PHILLIP J. MULLER  
**SCD ENERGY SOLUTIONS**  
436 NOVA ALBION WAY  
SAN RAFAEL CA 94903  
Email: philm@scdenergy.com  
Status: INFORMATION

CLYDE MURLEY  
**CONSULTANT TO NRDC**  
1031 ORDWAY ST  
ALBANY CA 94706  
Email: clyde.murley@comcast.net  
Status: INFORMATION

Scott Murtishaw  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY DIVISION  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: sgm@cpuc.ca.gov  
Status: STATE-SERVICE

Richard A. Myers  
**CALIF PUBLIC UTILITIES COMMISSION**  
RATEMAKING BRANCH  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: ram@cpuc.ca.gov  
Status: STATE-SERVICE

SARA STECK MYERS ATTORNEY  
122 28TH AVE  
SAN FRANCISCO CA 94121  
FOR: Center for Energy Efficiency and Renewable  
Technologies  
Email: ssmyers@att.net  
Status: PARTY

JESSICA NELSON  
**PLUMAS-SIERRA RURAL ELECTRIC CO-OP**  
73233 STATE ROUTE 70, STE A  
PORTOLA CA 96122-7064  
FOR: Plumas-Sierra Rural Electric Coop  
Email: notice@psrec.coop  
Status: PARTY

DAVID NEMTZOW  
1254 9TH ST, NO. 6  
SANTA MONICA CA 90401  
Email: david@nemtzw.com  
Status: INFORMATION

SID NEWSOM TARIFF MANAGER  
**SOUTHERN CALIFORNIA GAS COMPANY**  
GT 14 D6  
555 WEST 5TH ST  
LOS ANGELES CA 90051  
Email: snewsom@semprautilities.com  
Status: PARTY

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DESPINA NIEHAUS  
**SAN DIEGO GAS AND ELECTRIC COMPANY**  
8330 CENTURY PARK COURT, CP32H  
SAN DIEGO CA 92123-1530  
FOR: San Diego Gas and Electric Company  
Email: [dniehaus@semprautilities.com](mailto:dniehaus@semprautilities.com)  
Status: INFORMATION

RICK C. NOGER  
**PRAXAIR PLAINFIELD, INC.**  
2711 CENTERVILLE ROAD, STE 400  
WILMINGTON DE 19808  
FOR: Praxair Plainfield, Inc.  
Email: [rick\\_noger@praxair.com](mailto:rick_noger@praxair.com)  
Status: PARTY

TIMOTHY R. ODIL  
**MCKENNA LONG & ALDRIDGE LLP**  
1875 LAWRENCE ST, STE 200  
DENVER CO 80202  
FOR: Center for Energy and Economic Development  
Email: [todil@mckennalong.com](mailto:todil@mckennalong.com)  
Status: PARTY

LAURIE PARK  
**NAVIGANT CONSULTING, INC.**  
3100 ZINFANDEL DRIVE, STE 600  
RANCHO CORDOVA CA 95670-6078  
Email: [lpark@navigantconsulting.com](mailto:lpark@navigantconsulting.com)  
Status: INFORMATION

SHERIDAN J. PAUKER  
**WILSON SONSINI GOODRICH & ROSATI**  
SPEAR TOWER, SUITE 3300  
ONE MARKET ST  
SAN FRANCISCO CA 94105  
Email: [spauker@wsgr.com](mailto:spauker@wsgr.com)  
Status: INFORMATION

CARL PECHMAN  
**POWER ECONOMICS**  
901 CENTER ST  
SANTA CRUZ CA 95060  
Email: [cpechman@powereconomics.com](mailto:cpechman@powereconomics.com)  
Status: INFORMATION

JAN PEPPER  
**CLEAN POWER MARKETS, INC.**  
PO BOX 3206  
418 BENVENUE AVE  
LOS ALTOS CA 94024  
Email: [pepper@cleanpowermarkets.com](mailto:pepper@cleanpowermarkets.com)  
Status: INFORMATION

SEPHRA A. NINOW POLICY ANALYST  
**CALIFORNIA CENTER FOR SUSTAINABLE ENERGY**  
8690 BALBOA AVE, STE 100  
SAN DIEGO CA 92123  
Email: [sephra.ninow@energycenter.org](mailto:sephra.ninow@energycenter.org)  
Status: INFORMATION

RITA NORTON  
**RITA NORTON AND ASSOCIATES, LLC**  
18700 BLYTHSWOOD DRIVE,  
LOS GATOS CA 95030  
Email: [rita@ritanortonconsulting.com](mailto:rita@ritanortonconsulting.com)  
Status: INFORMATION

ALVIN PAK  
**SEMPRA GLOBAL ENTERPRISES**  
101 ASH ST  
SAN DIEGO CA 92101  
FOR: Sempra Global Enterprises  
Email: [apak@sempraglobal.com](mailto:apak@sempraglobal.com)  
Status: PARTY

LORRAINE PASKETT DIRECTOR, LEGISLATIVE AND  
REG. AFFAIRS  
**LA DEPT. OF WATER & POWER**  
PO BOX 51111  
111 N. HOWARD ST., RM 1536  
LOS ANGELES CA 90012  
FOR: Los Angeles Dept of Water and Power  
Email: [Lorraine.Paskett@ladwp.com](mailto:Lorraine.Paskett@ladwp.com)  
Status: PARTY

JOSEPH PAUL SENIOR CORPORATE COUNSEL  
**DYNEGY, INC.**  
4140 DUBLIN BLVD., STE. 100  
DUBLIN CA 94568  
Email: [Joe.paul@dynegy.com](mailto:Joe.paul@dynegy.com)  
Status: INFORMATION

NORMAN A. PEDERSEN ATTORNEY  
**HANNA AND MORTON, LLP**  
444 SOUTH FLOWER ST, NO. 1500  
LOS ANGELES CA 90071  
FOR: Southern California Generation Coalition/Southern  
California Public Power Authority  
Email: [npedersen@hanmor.com](mailto:npedersen@hanmor.com)  
Status: PARTY

Joel T. Perlstein  
**CALIF PUBLIC UTILITIES COMMISSION**  
LEGAL DIVISION  
505 VAN NESS AVE RM 5133  
SAN FRANCISCO CA 94102-3214  
Email: [jtp@cpuc.ca.gov](mailto:jtp@cpuc.ca.gov)  
Status: STATE-SERVICE

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CARLA PETERMAN  
**UCEI**  
2547 CHANNING WAY  
BERKELEY CA 94720  
Email: carla.peterman@gmail.com  
Status: INFORMATION

ROBERT L. PETTINATO  
**LOS ANGELES DEPARTMENT OF WATER & POWER**  
111 NORTH HOPE ST, STE 1151  
LOS ANGELES CA 90012  
Email: robert.pettinato@ladwp.com  
Status: INFORMATION

Paul S. Phillips  
**CALIF PUBLIC UTILITIES COMMISSION**  
ELECTRICITY PLANNING & POLICY BRANCH  
505 VAN NESS AVE RM 4101  
SAN FRANCISCO CA 94102-3214  
Email: psp@cpuc.ca.gov  
Status: STATE-SERVICE

EDWARD G POOLE  
**ANDERSON DONOVAN & POOLE**  
601 CALIFORNIA ST STE 1300  
SAN FRANCISCO CA 94108  
FOR: San Francisco Community Power  
Email: epoole@adplaw.com  
Status: PARTY

BRIAN POTTS  
**FOLEY & LARDNER**  
PO BOX 1497  
150 EAST GILMAN ST  
MADISON WI 53701-1497  
Email: bpotts@foley.com  
Status: INFORMATION

RASHA PRINCE  
**SOUTHERN CALIFORNIA GAS COMPANY**  
555 WEST 5TH ST, GT14D6  
LOS ANGELES CA 90013  
Email: rprince@semprautilities.com  
Status: INFORMATION

MARC PRYOR  
**CALIFORNIA ENERGY COMMISSION**  
1516 9TH ST., MS-20  
SACRAMENTO CA 95814  
Email: mpryor@energy.state.ca.us  
Status: STATE-SERVICE

COLIN PETHERAM DIRECTOR-REGULATORY  
**SBC CALIFORNIA**  
140 NEW MONTGOMERY ST., STE 1325  
SAN FRANCISCO CA 94105  
Email: colin.petheram@att.com  
Status: INFORMATION

PHILIP D. PETTINGILL  
**CALIFORNIA INDEPENDENT SYSTEM OPERATOR**  
151 BLUE RAVINE ROAD  
FOLSOM CA 95630  
FOR: CAISO  
Email: ppettingill@caiso.com  
Status: STATE-SERVICE

GORDON PICKERING PRINCIPAL  
**NAVIGANT CONSULTING, INC.**  
3100 ZINFANDEL DRIVE, STE 600  
RANCHO CORDOVA CA 95670-6078  
Email: gpickering@navigantconsulting.com  
Status: INFORMATION

JENNIFER PORTER POLICY ANALYST  
**CALIFORNIA CENTER FOR SUSTAINABLE ENERGY**  
8690 BALBOA AVE, STE 100  
SAN DIEGO CA 92123  
Email: jennifer.porter@energycenter.org  
Status: INFORMATION

VIDHYA PRABHAKARAN  
**GOODIN,MACBRIDE,SQUERI,DAY,LAMPREY**  
505 SANSOME ST, STE 900  
SAN FRANCISCO CA 94111  
FOR: Independent Energy Producers Association  
Email: vprabhakaran@goodinmacbride.com  
Status: PARTY

JJ PRUCNAL  
**SOUTHWEST GAS CORPORATION**  
PO BOX 98510  
LAS VEGAS NV 89193-8510  
Email: jj.prucnal@swgas.com  
Status: INFORMATION

BALWANT S. PUREWAL  
**DEPARTMENT OF WATER RESOURCES**  
3310 EL CAMINO AVE., LL-90  
SACRAMENTO CA 95821  
Email: bpurewal@water.ca.gov  
Status: INFORMATION

# THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST

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Commissioner Assigned: Michael R. Peevey on April 17, 2006

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Total number of addressees: 417

BARRY RABE  
1427 ROSS ST  
PLYMOUTH MI 48170  
Email: brabe@umich.edu  
Status: INFORMATION

Kristin Ralff Douglas  
**CALIF PUBLIC UTILITIES COMMISSION**  
POLICY & PLANNING DIVISION  
505 VAN NESS AVE RM 5119  
SAN FRANCISCO CA 94102-3214  
Email: krd@cpuc.ca.gov  
Status: STATE-SERVICE

JOHN R. REDDING  
**ARCTURUS ENERGY CONSULTING**  
44810 ROSEWOOD TERRACE  
MENDOCINO CA 95460  
Email: johnredding@earthlink.net  
Status: INFORMATION

DAVID REYNOLDS MEMBER SERVICES MANAGER  
**NORTHERN CALIFORNIA POWER AGENCY**  
180 CIRBY WAY  
ROSEVILLE CA 95678-6420  
Email: davidreynolds@ncpa.com  
Status: INFORMATION

THEODORE ROBERTS ATTORNEY  
**SEMPRA GLOBAL**  
101 ASH ST, HQ 13D  
SAN DIEGO CA 92101-3017  
FOR: Sempra Global/Sempra Energy Solutions  
Email: troberts@sempra.com  
Status: PARTY

GRANT ROSENBLUM, ESQ.  
**CALIFORNIA ISO**  
LEGAL AND REGULATORY DEPARTMENT  
151 BLUE RAVINE ROAD  
FOLSOM CA 95630  
Email: grosenblum@caiso.com  
Status: INFORMATION

ROBERT K. ROZANSKI  
**LOS ANGELES DEPT OF WATER AND POWER**  
111 NORTH HOPE ST, RM 1520  
LOS ANGELES CA 90012  
Email: Robert.Rozanski@ladwp.com  
Status: INFORMATION

STEVE RAHON DIRECTOR, TARIFF & REGULATORY  
ACCOUNTS  
**SAN DIEGO GAS & ELECTRIC COMPANY**  
8330 CENTURY PARK COURT, CP32C  
SAN DIEGO CA 92123-1548  
FOR: San Diego Gas & Electric Company  
Email: Ischavrien@semprautilities.com  
Status: PARTY

TIFFANY RAU POLICY AND COMMUNICATIONS  
MANAGER  
**CARSON HYDROGEN POWER PROJECT LLC**  
ONE WORLD TRADE CENTER, STE 1600  
LONG BEACH CA 90831-1600  
FOR: Carson Hydrogen Power Project LLC  
Email: tiffany.rau@bp.com  
Status: PARTY

ROBERT J. REINHARD  
**MORRISON AND FOERSTER**  
425 MARKET ST  
SAN FRANCISCO CA 94105-2482  
Email: rreinhard@mofo.com  
Status: INFORMATION

JANILL RICHARDS DEPUTY ATTORNEY GENERAL  
**CALIFORNIA ATTORNEY GENERAL'S OFFICE**  
1515 CLAY ST, 20TH FLR  
OAKLAND CA 94702  
FOR: People of the State of California  
Email: janill.richards@doj.ca.gov  
Status: PARTY

Steve Roscow  
**CALIF PUBLIC UTILITIES COMMISSION**  
RATEMAKING BRANCH  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: scr@cpuc.ca.gov  
Status: STATE-SERVICE

JAMES ROSS  
**RCS, INC.**  
500 CHESTERFIELD CENTER, STE 320  
CHESTERFIELD MO 63017  
Email: jimross@r-c-s-inc.com  
Status: INFORMATION

Nancy Ryan  
**CALIF PUBLIC UTILITIES COMMISSION**  
EXECUTIVE DIVISION  
505 VAN NESS AVE RM 5217  
SAN FRANCISCO CA 94102-3214  
Email: ner@cpuc.ca.gov  
Status: STATE-SERVICE

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Pearlie Sabino  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY COST OF SERVICE & NATURAL GAS BRANCH  
505 VAN NESS AVE RM 4209  
SAN FRANCISCO CA 94102-3214  
Email: pzs@cpuc.ca.gov  
Status: STATE-SERVICE

SAM SADLER  
**OREGON DEPARTMENT OF ENERGY**  
625 NE MARION ST  
SALEM OR 97301-3737  
Email: samuel.r.sadler@state.or.us  
Status: INFORMATION

JUDITH B. SANDERS ATTORNEY  
**CALIFORNIA INDEPENDENT SYSTEM OPERATOR**  
151 BLUE RAVINE ROAD  
FOLSOM CA 95630  
FOR: CAISO  
Email: jsanders@caiso.com  
Status: STATE-SERVICE

JANINE L. SCANCARELLI ATTORNEY  
**FOLGER, LEVIN & KAHN, LLP**  
275 BATTERY ST, 23RD FLR  
SAN FRANCISCO CA 94111  
Email: jscancarelli@flk.com  
Status: INFORMATION

JENINE SCHENK  
**APS ENERGY SERVICES**  
400 E. VAN BUREN ST, STE 750  
PHOENIX AZ 85004  
FOR: APS Energy Services Company  
Email: jenine.schenk@apses.com  
Status: PARTY

STEVEN S. SCHLEIMER DIRECTOR, COMPLIANCE &  
REGULATORY AFFAIRS  
**BARCLAYS BANK, PLC**  
200 PARK AVE, FIFTH FLR  
NEW YORK NY 10166  
FOR: Barclays Capital  
Email: steven.schleimer@barclayscapital.com  
Status: PARTY

DONALD SCHOENBECK  
**RCS, INC.**  
900 WASHINGTON ST, STE 780  
VANCOUVER WA 98660  
Email: dws@r-c-s-inc.com  
Status: INFORMATION

RANDY SABLE  
**SOUTHWEST GAS CORPORATION**  
MAILSTOP: LVB-105  
5241 SPRING MOUNTAIN ROAD  
LAS VEGAS NV 89193  
Email: randy.sable@swgas.com  
Status: INFORMATION

Jason R. Salmi Klotz  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY RESOURCES BRANCH  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: jk1@cpuc.ca.gov  
Status: STATE-SERVICE

SOUMYA SASTRY  
**PACIFIC GAS AND ELECTRIC COMPANY**  
MAIL CODE B9A  
PO BOX 770000  
SAN FRANCISCO CA 94177  
Email: sv6@pge.com  
Status: INFORMATION

MICHAEL SCHEIBLE DEPUTY EXECUTIVE OFFICER  
**CALIFORNIA AIR RESOURCES BOARD**  
1001 I ST  
SACRAMENTO CA 95677  
FOR: California Air Resources Board  
Email: mscheibl@arb.ca.gov  
Status: STATE-SERVICE

STEVEN SCHILLER  
**SCHILLER CONSULTING, INC.**  
111 HILLSIDE AVE  
PIEDMONT CA 94611  
Email: steve@schiller.com  
Status: INFORMATION

REED V. SCHMIDT VICE PRESIDENT  
**BARTLE WELLS ASSOCIATES**  
1889 ALCATRAZ AVE  
BERKELEY CA 94703  
FOR: California City-County Street Light Association  
Email: rschmidt@bartlewells.com  
Status: INFORMATION

BILL SCHRAND  
**SOUTHWEST GAS CORPORATON**  
PO BOX 98510  
LAS VEGAS NV 89193-8510  
Email: bill.schrand@swgas.com  
Status: INFORMATION

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CYNTHIA SCHULTZ REGULATORY FILING  
COORDINATOR  
**PACIFIC POWER AND LIGHT COMPANY**  
825 NE MULTNOMAH  
PORTLAND OR 97232  
Email: cynthia.schultz@pacificorp.com  
Status: PARTY

LISA SCHWARTZ SENIOR ANALYST  
**ORGEON PUBLIC UTILITY COMMISSION**  
PO BOX 2148  
SALEM OR 97308-2148  
Email: lisa.c.schwartz@state.or.us  
Status: INFORMATION

PAUL M. SEBY  
**MCKENNA LONG & ALDRIDGE LLP**  
1875 LAWRENCE ST, STE 200  
DENVER CO 80202  
FOR: Center for Energy and Economic Development  
Email: pseby@mckennalong.com  
Status: PARTY

NORA SHERIFF ATTORNEY  
**ALCANTAR & KAHL, LLP**  
120 MONTGOMERY ST, STE 2200  
SAN FRANCISCO CA 94104  
Email: nes@a-klaw.com  
Status: INFORMATION

DAN SILVERIA  
**SURPRISE VALLEY ELECTRIC CORPORATION**  
PO BOX 691  
ALTURAS CA 96101  
FOR: Surprise Valley Electric Cooperative  
Email: dansvec@hdo.net  
Status: PARTY

KEVIN J. SIMONSEN  
**ENERGY MANAGEMENT SERVICES**  
646 EAST THIRD AVE  
DURANGO CO 81301  
Email: kjsimonsen@ems-ca.com  
Status: INFORMATION

DEBORAH SLON DEPUTY ATTORNEY GENERAL,  
ENVIRONMENT  
**OFFICE OF THE ATTORNEY GENERAL**  
1300 I ST, 15TH FLR  
SACRAMENTO CA 95814  
Email: deborah.slon@doj.ca.gov  
Status: STATE-SERVICE

Don Schultz  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY PRICING AND CUSTOMER PROGRAMS  
BRANCH  
770 L ST, STE 1050  
SACRAMENTO CA 95814  
Email: dks@cpuc.ca.gov  
Status: STATE-SERVICE

MONICA A. SCHWEBS, ESQ.  
**BINGHAM MCCUTCHEN LLP**  
PO BOX V  
1333 N. CALIFORNIA BLVD., STE 210  
WALNUT CREEK CA 94596  
Email: monica.schwebs@bingham.com  
Status: INFORMATION

BETTY SETO POLICY ANALYST  
**KEMA, INC.**  
492 NINTH ST, STE 220  
OAKLAND CA 94607  
Email: Betty.Seto@kema.com  
Status: INFORMATION

KYLE SILON  
**ECOSECURITIES CONSULTING LIMITED**  
529 SE GRAND AVE  
PORTLAND OR 97214  
Email: kyle.silon@ecosecurities.com  
Status: INFORMATION

Sean A. Simon  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY RESOURCES BRANCH  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: svn@cpuc.ca.gov  
Status: STATE-SERVICE

DAN SKOPEC  
**CLIMATE & ENERGY CONSULTING**  
1201 K ST STE 970  
SACRAMENTO CA 95814  
FOR: Climate & Energy Consulting  
Email: danskopec@gmail.com  
Status: INFORMATION

Donald R. Smith  
**CALIF PUBLIC UTILITIES COMMISSION**  
ELECTRICITY PLANNING & POLICY BRANCH  
505 VAN NESS AVE RM 4209  
SAN FRANCISCO CA 94102-3214  
Email: dsh@cpuc.ca.gov  
Status: STATE-SERVICE

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GLORIA D. SMITH  
**ADAMS, BROADWELL, JOSEPH & CARDOZO**  
601 GATEWAY BLVD., STE 1000  
SOUTH SAN FRANCISCO CA 94080  
Email: gsmith@adamsbroadwell.com  
Status: INFORMATION

RICHARD SMITH  
**MODESTO IRRIGATION DISTRICT**  
1231 11TH ST  
MODESTO CA 95352-4060  
Email: richards@mid.org  
Status: INFORMATION

JEANNE M. SOLE DEPUTY CITY ATTORNEY  
**CITY AND COUNTY OF SAN FRANCISCO**  
1 DR. CARLTON B. GOODLETT PLACE, RM. 234  
SAN FRANCISCO CA 94102  
FOR: City and County of San Francisco  
Email: jeanne.sole@sfgov.org  
Status: PARTY

JAMES D. SQUERI ATTORNEY  
**GOODIN MACBRIDE SQUERI RITCHIE & DAY LLP**  
505 SANSOME ST, STE 900  
SAN FRANCISCO CA 94111  
FOR: Powerex Corp.  
Email: jsqueri@gmssr.com  
Status: PARTY

ANNIE STANGE  
**ALCANTAR & KAHL**  
1300 SW FIFTH AVE., STE 1750  
PORTLAND OR 97201  
Email: sas@a-klaw.com  
Status: INFORMATION

F. Jackson Stoddard  
**CALIF PUBLIC UTILITIES COMMISSION**  
EXECUTIVE DIVISION  
505 VAN NESS AVE RM 5125  
SAN FRANCISCO CA 94102-3214  
Email: fjs@cpuc.ca.gov  
Status: PARTY

PATRICK STONER PROGRAM DIRECTOR  
**LOCAL GOVERNMENT COMMISSION**  
1303 J ST, STE 250  
SACRAMENTO CA 95814  
Email: pstoner@lgc.org  
Status: INFORMATION

KELLIE SMITH  
**SENATE ENERGY/UTILITIES & COMMUNICATION**  
STATE CAPITOL, RM 4038  
SACRAMENTO CA 95814  
Email: kellie.smith@sen.ca.gov  
Status: INFORMATION

ROBIN SMUTNY-JONES  
**CALIFORNIA ISO**  
151 BLUE RAVINE ROAD  
FOLSOM CA 95630  
Email: rsmutny-jones@caiso.com  
Status: INFORMATION

DARRELL SOYARS MANAGER-RESOURCE  
PERMITTING&STRATEGIC  
**SIERRA PACIFIC RESOURCES**  
6100 NEIL ROAD  
RENO NV 89520-0024  
FOR: Sierra Pacific Resources  
Email: dsoyars@sppc.com  
Status: INFORMATION

SEEMA SRINIVASAN ATTORNEY  
**ALCANTAR & KAHL, LLP**  
120 MONTGOMERY ST, STE 2200  
SAN FRANCISCO CA 94104  
FOR: Energy Producers & Users Coalition  
Email: sls@a-klaw.com  
Status: PARTY

FRANK STERN  
**SUMMIT BLUE CONSULTING**  
1722 14TH ST, STE 230  
BOULDER CO 80302  
FOR: Summit Blue Consulting  
Email: fstern@summitblue.com  
Status: INFORMATION

Elizabeth Stoltzfus  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY DIVISION  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: eks@cpuc.ca.gov  
Status: STATE-SERVICE

NINA SUETAKE ATTORNEY  
**THE UTILITY REFORM NETWORK**  
711 VAN NESS AVE., STE. 350  
SAN FRANCISCO CA 94102  
Email: nsuetake@turn.org  
Status: PARTY

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KENNY SWAIN  
**NAVIGANT CONSULTING**  
3100 ZINFANDEL DRIVE, STE 600  
RANCHO CORDOVA CA 95670  
Email: kenneth.swain@navigantconsulting.com  
Status: INFORMATION

Christine S. Tam  
**CALIF PUBLIC UTILITIES COMMISSION**  
ELECTRICITY PLANNING & POLICY BRANCH  
505 VAN NESS AVE RM 4209  
SAN FRANCISCO CA 94102-3214  
Email: tam@cpuc.ca.gov  
Status: STATE-SERVICE

WEBSTER TASAT  
**AIR RESOURCES BOARD**  
1001 I ST  
SACRAMENTO CA 95814  
Email: wtasat@arb.ca.gov  
Status: INFORMATION

Charlotte TerKeurst  
**CALIF PUBLIC UTILITIES COMMISSION**  
DIVISION OF ADMINISTRATIVE LAW JUDGES  
505 VAN NESS AVE RM 5117  
SAN FRANCISCO CA 94102-3214  
Email: cft@cpuc.ca.gov  
Status: STATE-SERVICE

PATRICIA THOMPSON  
**SUMMIT BLUE CONSULTING**  
2920 CAMINO DIABLO, STE 210  
WALNUT CREEK CA 94597  
Email: pthompson@summitblue.com  
Status: INFORMATION

EDWARD J. TIEDEMANN ATTORNEY  
**KRONICK, MOSKOVITZ, TIEDEMANN & GIRARD**  
400 CAPITOL MALL, 27TH FLR  
SACRAMENTO CA 95814-4416  
FOR: Placer County Water Agency & Kings River  
Conservation District  
Email: etiedemann@kmtg.com  
Status: INFORMATION

WAYNE TOMLINSON  
**EL PASO CORPORATION**  
WESTERN PIPELINES  
2 NORTH NEVADA AVE  
COLORADO SPRINGS CO 80903  
Email: william.tomlinson@elpaso.com  
Status: INFORMATION

George S. Tagnipes  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY RESOURCES BRANCH  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: jst@cpuc.ca.gov  
Status: STATE-SERVICE

JAMES W. TARNAGHAN  
**DUANE MORRIS LLP**  
SUITE 2000  
ONE MARKET, SPEAR TOWER  
SAN FRANCISCO CA 94105  
FOR: Lodi Gas Storage  
Email: jwmctarnaghan@duanemorris.com  
Status: INFORMATION

ROBERT R. TAYLOR  
**AGRICULTURAL IMPROVEMENT AND POWER DIST.**  
1600 NORTH PRIEST DRIVE, PAB221  
TEMPE AZ 85281  
Email: rrtaylor@srpnet.com  
Status: PARTY

KAREN TERRANOVA  
**ALCANTAR & KAHL, LLP**  
120 MONTGOMERY ST, STE 2200  
SAN FRANCISCO CA 94104  
Email: filings@a-klaw.com  
Status: INFORMATION

DEAN R. TIBBS PRESIDENT  
**ADVANCED ENERGY STRATEGIES, INC.**  
1390 WILLOW PASS ROAD, STE 610  
CONCORD CA 94520  
Email: dtibbs@aes4u.com  
Status: INFORMATION

SCOTT TOMASHEFSKY  
**NORTHERN CALIFORNIA POWER AGENCY**  
180 CIRBY WAY  
ROSEVILLE CA 95678-6420  
Email: scott.tomashefsky@ncpa.com  
Status: INFORMATION

Lana Tran  
**CALIF PUBLIC UTILITIES COMMISSION**  
ELECTRIC GENERATION PERFORMANCE BRANCH  
505 VAN NESS AVE AREA 2-D  
SAN FRANCISCO CA 94102-3214  
Email: ltt@cpuc.ca.gov  
Status: STATE-SERVICE

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ALLEN K. TRIAL  
**SAN DIEGO GAS & ELECTRIC COMPANY**  
HQ-12  
101 ASH ST  
SAN DIEGO CA 92101  
Email: atrial@sempra.com  
Status: PARTY

ANN L. TROWBRIDGE ATTORNEY  
**DAY CARTER & MURPHY, LLP**  
3620 AMERICAN RIVER DRIVE, STE 205  
SACRAMENTO CA 95864  
FOR: California Clean DG Coalition/Northwest Natural Gas  
Email: atrowbridge@daycartermurphy.com  
Status: PARTY

ROGER VAN HOY  
**MODESTO IRRIGATION DISTRICT**  
1231 11TH ST  
MODESTO CA 95354  
Email: rogerv@mid.org  
Status: INFORMATION

EDWARD VINE  
**LAWRENCE BERKELEY NATIONAL LABORATORY**  
BUILDING 90R4000  
BERKELEY CA 94720  
Email: elvine@lbl.gov  
Status: INFORMATION

BARRY R. WALLERSTEIN EXECUTIVE OFFICER  
**SOUTH COAST AQMD**  
21865 COPLEY DRIVE  
DIAMOND BAR CA 91765-4182  
FOR: South Coast Air Quality Management District  
Email: bwallerstein@aqmd.gov  
Status: PARTY

CHRISTOPHER J. WARNER  
**PACIFIC GAS AND ELECTRIC COMPANY**  
77 BEALE ST, PO BOX 7442  
SAN FRANCISCO CA 94120-7442  
FOR: Pacific Gas and Electric  
Email: cjw5@pge.com  
Status: PARTY

MICHAEL WAUGH  
**AIR RESOURCES BOARD**  
1001 10TH ST  
SACRAMENTO CA 95814  
Email: mwaugh@arb.ca.gov  
Status: INFORMATION

NANCY TRONAAS  
**CALIFORNIA ENERGY COMMISSION**  
1516 9TH ST. MS-20  
SACRAMENTO CA 95814-5512  
Email: ntronaas@energy.state.ca.us  
Status: STATE-SERVICE

ANDREW J. VAN HORN  
**VAN HORN CONSULTING**  
12 LIND COURT  
ORINDA CA 94563  
Email: andy.vanhorn@vhcenergy.com  
Status: INFORMATION

BETH VAUGHAN  
**CALIFORNIA COGENERATION COUNCIL**  
4391 N. MARSH ELDER COURT  
CONCORD CA 94521  
Email: beth@beth411.com  
Status: PARTY

SYMONE VONGDEUANE  
**SEMPRA ENERGY SOLUTIONS**  
101 ASH ST, HQ09  
SAN DIEGO CA 92101-3017  
FOR: Sempra Energy Solutions  
Email: svongdeuane@semprasolutions.com  
Status: PARTY

DEVRA WANG  
**NATURAL RESOURCES DEFENSE COUNCIL**  
111 SUTTER ST, 20TH FLR  
SAN FRANCISCO CA 94104  
Email: dwang@nrdc.org  
Status: INFORMATION

JOY A. WARREN REGULATORY ADMINISTRATOR  
**MODESTO IRRIGATION DISTRICT**  
1231 11TH ST  
MODESTO CA 95354  
Email: joyw@mid.org  
Status: PARTY

LISA WEINZIMER ASSOCIATE EDITOR  
**PLATTS MCGRAW-HILL**  
695 NINTH AVE, NO. 2  
SAN FRANCISCO CA 94118  
Email: lisa\_weinzimer@platts.com  
Status: INFORMATION

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RAY WELCH ASSOCIATE DIRECTOR  
**NAVIGANT CONSULTING, INC.**  
ONE MARKET PLAZA, STE 1200  
SAN FRANCISCO CA 94105  
Email: ray.welch@navigantconsulting.com  
Status: INFORMATION

JOHN B. WELDON, JR.  
**SALMON, LEWIS & WELDON, P.L.C.**  
2850 EAST CAMELBACK ROAD, STE 200  
PHOENIX AZ 85016  
FOR: Salt River Project Agricultural Improvement and  
Power District  
Email: jbw@slwplc.com  
Status: PARTY

Pamela Wellner  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY RESOURCES BRANCH  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: pw1@cpuc.ca.gov  
Status: STATE-SERVICE

WILLIAM W. WESTERFIELD, 111 ATTORNEY  
**ELLISON, SCHNEIDER & HARRIS L.L.P.**  
2015 H ST  
SACRAMENTO CA 95814  
FOR: Sierra Pacific Power Company  
Email: www@eslawfirm.com  
Status: PARTY

S. NANCY WHANG ATTORNEY  
**MANATT, PHELPS & PHILLIPS, LLP**  
11355 WEST OLYMPIC BLVD.  
LOS ANGELES CA 90064  
Email: nwhang@manatt.com  
Status: INFORMATION

JOSEPH F. WIEDMAN ATTORNEY  
**GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP**  
505 SANSOME ST, STE 900  
SAN FRANCISCO CA 94111  
Email: jwiedman@goodinmacbride.com  
Status: INFORMATION

VALERIE J. WINN  
**PACIFIC GAS AND ELECTRIC COMPANY**  
PO BOX 770000, B9A  
SAN FRANCISCO CA 94177-0001  
Email: vjw3@pge.com  
Status: INFORMATION

VIRGIL WELCH STAFF ATTORNEY  
**ENVIRONMENTAL DEFENSE**  
1107 9TH ST, STE 540  
SACRAMENTO CA 95814  
Email: vwelch@environmentaldefense.org  
Status: PARTY

ANDREA WELLER  
**STRATEGIC ENERGY**  
3130 D BALFOUR RD., STE 290  
BRENTWOOD CA 94513  
FOR: Strategic Energy  
Email: aweller@sel.com  
Status: PARTY

ELIZABETH WESTBY  
**ALCANTAR & KAHL, LLP**  
1300 SW FIFTH AVE, STE 1750  
PORTLAND OR 97201  
Email: egw@a-klaw.com  
Status: INFORMATION

BRAD WETSTONE  
236 HARTFORD ST  
SAN FRANCISCO CA 94114  
Email: bwetstone@hotmail.com  
Status: INFORMATION

GREGGORY L. WHEATLAND ATTORNEY  
**ELLISON, SCHNEIDER & HARRIS, LLP**  
2015 H ST  
SACRAMENTO CA 95814  
FOR: LS Power, Inc.  
Email: glw@eslawfirm.com  
Status: PARTY

KATHRYN WIG PARALEGAL  
**NRG ENERGY, INC.**  
211 CARNEGIE CENTER  
PRINCETON NY 8540  
Email: Kathryn.Wig@nrgenergy.com  
Status: INFORMATION

REID A. WINTHROP  
**PILOT POWER GROUP, INC.**  
8910 UNIVERSITY CENTER LANE, STE 520  
SAN DIEGO CA 92122  
Email: rwinthrop@pilotpowergroup.com  
Status: PARTY

# THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST

Downloaded January 8, 2008, last updated on January 7, 2008

Commissioner Assigned: Michael R. Peevey on April 17, 2006

ALJ Assigned: Charlotte TerKeurst on September 19, 2006; ALJ Assigned: Jonathan Lakritz on May 9, 2006

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Total number of addressees: 417

RYAN WISER  
**BERKELEY LAB**  
MS-90-4000  
ONE CYCLOTRON ROAD  
BERKELEY CA 94720  
Email: rhwiser@lbl.gov  
Status: INFORMATION

ELLEN WOLFE  
**RESERO CONSULTING**  
9289 SHADOW BROOK PL.  
GRANITE BAY CA 95746  
Email: ewolfe@resero.com  
Status: INFORMATION

DON WOOD  
**PACIFIC ENERGY POLICY CENTER**  
4539 LEE AVE  
LA MESA CA 91941  
Email: dwood8@cox.net  
Status: PARTY

KEVIN WOODRUFF  
**WOODRUFF EXPERT SERVICES**  
1100 K ST, STE 204  
SACRAMENTO CA 95814  
Email: kdw@woodruff-expert-services.com  
Status: INFORMATION

CATHY S. WOOLLUMS  
**MIDAMERICAN ENERGY HOLDINGS COMPANY**  
106 EAST SECOND ST  
DAVENPORT IA 52801  
FOR: Kern River Gas Transmission  
Email: cswoollums@midamerican.com  
Status: PARTY

E.J. WRIGHT  
**OCCIDENTAL POWER SERVICES, INC.**  
5 GREENWAY PLAZA, STE 110  
HOUSTON TX 77046  
Email: ej\_wright@oxy.com  
Status: PARTY

JUSTIN C. WYNNE  
**BRAU & BLAISING, P.C.**  
915 L ST, STE 1270  
SACRAMENTO CA 95814  
Email: wynne@braunlegal.com  
Status: INFORMATION

HUGH YAO  
**SOUTHERN CALIFORNIA GAS COMPANY**  
555 W. 5TH ST, GT22G2  
LOS ANGELES CA 90013  
Email: HYao@SempraUtilities.com  
Status: INFORMATION

JEANNE ZAIONTZ  
**BP ENERGY COMPANY**  
501 WESTLAKE PARK BLVD, RM. 4328  
HOUSTON TX 77079  
Email: zaiontj@bp.com  
Status: INFORMATION

ELIZABETH ZELLJADT  
1725 I ST, NW STE 300  
WASHINGTON DC 20006  
Email: ez@pointcarbon.com  
Status: INFORMATION

DAVID ZONANA DEPUTY ATTORNEY GENERAL  
**CALIFORNIA ATTORNEY GENERAL'S OFFICE**  
455 GOLDEN GATE AVE, STE 11000  
SAN FRANCISCO CA 94102  
Email: david.zonana@doj.ca.gov  
Status: STATE-SERVICE